GOVERNMENT OF MADRAS

REPORT OF THE MADRAS PROHIBITION ENQUIRY COMMITTEE 1948

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Report of the Madras Prohibition Enquiry Committee

CHAPTER I

Introduction

Constitution of the Madras Prohibition Enquiry Committee

The Government of Madras in their Order No. 2007, Revenue, dated 26th August 1947, constituted the Madras Prohibition Enquiry Committee with the following members to examine the question of the working of prohibition in the eight districts of Chittoor, North Arcot, Salem, Coimbatore, Anantapur, Bellary, Kurnool and Cuddapah :—

Chairman

Sri K. A. Nachiappa Gounder, M.L.A., Konganapuram P.O., Salem district.

Members

Sri M. Kumaran, M.L.A., Cannanore, Malabar district.

Sri N. Sankara Reddi, M.L.C., Nadumala, Kurnool district.

Sri A. Vedaratnam Pillai, M.L.A., Vedaranyam, Tanjore district.

Sri T. Subramanyam, B.A., B.L., President, District Congress Committee, Bellary district.

Sri G. V. Ranga Reddi, B.A., District Prohibition Officer, Cuddapah, was appointed as the Secretary of the Committee. He joined duty on 28th August 1947.

The Government desired the Committee to include in the scope of its enquiry the following points :—

(1) The adequacy and effectiveness of the staff and other arrangements for the enforcement of prohibition in the eight districts ;

(2) The extent to which there have been breaches of the Prohibition Act and the ways and means by which the breaches are being carried out ;

(3) The extent and the adequacy of co-operation in the matter of enforcement of prohibition by—

(a) the regular police establishment in the district ;

(b) other Government officials including village servants ; and

(c) the general public including organizations like village and Taluk Congress Committees.

(4) Ways and means by which prohibition could be more vigorously and successfully carried out, including the enlistment of greater co-operation from officials and non-officials alike ;

(5) The extent to which as a result of prohibition socials, economic and vocational betterment has been attained by the former addicts in the eight districts;

(6) The lines on which it is desirable to amend the existing Prohibition Act in order to tighten up the enforcement policy.

(7) Suggestions for the improvement or modification of the measures that have been adopted by the Government on the ameliorative side of prohibition in order to wean away addicts from the drinking habit and to provide a better social and recreative environment for them;

(8) The provision of alternative employment for toddy tappers and tappers of palmyra and coconut trees for sweet juice; and

(9) The policy of prohibition generally and the pace and rate at which it should be extended and enforced throughout the province.

Meetings of the Committee

2. The first meeting of the Committee was held in the Government House Building, Mount Road, Madras, wherein the office has been located since 3rd September 1947 when Sri K. A. Nachiappa Gounder, M.L.A., presided. The Chairman read out the Government Order, appointing the Committee and suggested that the enquiry should be thorough, that prohibition areas should be visited *in extenso* to get first-hand information of the working of prohibition and that the Committee should give their candid opinion based on practical aspects of the matter with a view to see that the policy of prohibition is carried on quite successfully and for all time to come.

The Committee held meetings at Madras on the days noted below:—

September 1947—3rd, 4th, 5th, 12th and 13th.
October 1947—10th.
November 1947—13th.
December 1947—26th.
January 1948—24th.
February 1948—1st to 11th, 19th and 20th, 23rd to 27th.

and the Committee met on 26th February 1948 and signed the report.

Method of enquiry

3. Besides studying the relevant literature on the subject of prohibition under enquiry, the Committee collected information and suggestions by examining witnesses, issuing questionnaire and eliciting public opinion in conferences of district officials and non-officials, as well as in public meetings.

With the object of getting suggestions for the successful working of prohibition under enforcement and amelioration, the Committee first examined the following officers:—

(1) Mr. F. L. Underwood, Inspector-General of Police.

(2) Sri Rao Bahadur J. C. Ryan, M.A., Registrar of Co-operative Societies.

(3) Sri V. Subbarayan, B.A., I.P., Deputy Inspector-General of Police.

(4) Sri Rao Bahadur C. Raghavan, B.A., Deputy Commissioner of Prohibition (Enforcement).

Questionnaire containing 29 questions regarding the enforcement and 15 questions on the amelioration aspect was issued to several Government officials, M.L.As., M.L.Cs., M.C.As., Bar Associations, Labour Unions and some women organizations, municipalities, Chambers of Commerce, Religious Institutions, etc., and replies were received from a large number of them giving valuable information and suggestions which the Committee acknowledges with thanks.

Tour by the Committee

4. In the course of the tour from 13th to 25th November 1947 in the four dry districts of Anantapur, Bellary, Kurnool and Cuddapah and from 26th December 1947 to 12th January 1948 in the four southern dry districts of Chittoor, North Arcot, Salem and Coimbatore, the Committee had 23 conferences and addressed 53 public meetings inviting suggestions, etc. For details see Appendix No. 16.

CHAPTER II

Excise Revenue

Revenue

5. Appendix No. 2 shows the excise revenue from 1924–25 to 1946–47 year-war. It may be seen therefrom that the excise revenue which was about Rs. 4·87 crores in 1924–25 was increasing progressively till 1929–30 from which year there was a decrease for the next two years. This marked decrease is evidently due to the anti-drink campaign and the picketing of the liquor shops. The revenue was almost steady for ten years. From 1942–43 the revenue increased progressively every year till 1945–46 when it reached its peak figure of Rs. 16·43 crores. From 1st October 1946 prohibition was introduced in the eight districts of Chittoor, North Arcot, Salem, Coimbatore, Anantapur, Bellary, Kurnool and Cuddapah. This accounts for the fall in excise revenue to Rs. 14·72 crores during 1946–47.

Shops

6. Appendix No. 3 shows the number of arrack, toddy, ganja, opium and beer shops and foreign liquor taverns from 1924–25 to 1946–47 year-war. The lesser number of shops of the various

kinds in 1946–47 was due to the introduction of prohibition in the eight districts referred to in the paragraph above.

Consumption

7. Appendix No. 4 shows the consumption of arrack, opium, ganja and bhang and the number of trees marked for drawing fermented toddy from 1924–25 to 1946–47 year-war. Consumption per head of population with reference to the respective census, of arrack, opium, ganja and bhang from 1924–25 to 1946–47 is given in Appendix No. 7. Consumers of liquor are generally the labouring or working classes who can ill-afford to bear the strain of this extra-wasteful expenditure. The consumption of toddy, arrack and drugs indicated a marked increase *per capita* despite the reduction in the number of shops. It will be seen from the above figures that the excise income which formed about a fourth of the total revenues of the Province and was very much less than the Land Revenue increased to about a half of the total revenue and finally outstripped the land revenue in 1943–44 and nearly doubled the latter in 1945–46. The drink evil was becoming a greater menace year after year ruining the homes of several millions of people.

CHAPTER III

Tour of the Committee

Tour in two stages

8. In their first meeting held on 3rd September 1947, the Committee decided to undertake a tour of all the eight districts where the prohibition has been in force from 1st October 1946, to acquire a first-hand knowledge of the working of prohibition. Accordingly the tour programme was drawn up and notice of it was intimated sufficiently in advance to the various officials and non-officials in the districts. They toured the districts of Anantapur, Bellary, Kurnool and Cuddapah from 13th to 25th November 1947 and toured the districts of Chittoor, North Arcot, Salem and Coimbatore from 26th December 1947 to 12th January 1948. The Chairman and all the Members of the Committee were present during the entire period of the tour.

Conveyance used

9. In the first four districts the enforcement of prohibition has been entrusted to the prohibition staff drawn from the erstwhile Excise department. The tour in these districts was undertaken in the Government prohibition bus which enabled the Committee to visit all the interior villages and towns. In the four Ceded Districts, the Committee held 19 public meetings and 9

conferences of officials and non-officials. In the other four districts where the enforcement of prohibition was entrusted to the prohibition police most of whom belong to the Excise department, the Committee toured also in a prohibition van and held 34 public meetings and 14 conferences.

The programmes and a list of towns and villages visited by the Committee where the public meetings and conferences were held are given in Appendix No. 16.

Economy in tour

10. By making use of the prohibition bus for touring in the eight districts, the Committee was enabled to go into the most interior tracts of these districts and elicit the opinion and impressions of the people regarding the working of prohibition. Some very useful and practical suggestions were given by the people on this issue. The tour in the prohibition bus has resulted in great economy and much saving to Government was effected as otherwise journey by train or other conveyance would have entailed heavy expenditure. The Committee covered 1,749 miles in the prohibition bus while touring these districts. We may also state in this connexion that the Committee made all attempts to see that the expenditure in respect of pay of staff, contingencies, travelling allowance of members, etc., is minimized to the utmost extent. The total expenditure of the Committee from 28th August 1947 to 29th February 1948 is Rs. 12,007 as may be seen from the figures under different heads furnished in Appendix No. 20.

Need for periodical enquiry

11. The Committee carried on intensive propaganda regarding the benefits of prohibition in their public meetings and gave a drive to the cause of prohibition while at the same time the purpose of the enquiry was fully served by a close contact with the officials and the public in urban and rural areas. In all the places the public evinced a very keen interest and enthusiasm. The Committee is of opinion that such periodical tours and enquiries by similar non-official committees will lead to excellent results besides eliciting useful information on the actual working of the programme of prohibition. It will also have a salutory effect both on the officials as well as the public.

Some special and interesting features observed by the Committee in the course of the tour are briefly mentioned below.

Anantapur district

12. In Anantapur district, conferences were convened at Tadpatri and Anantapur, and public meetings were held at Tadpatri, Garladinne, Gooty and Guntakal. Urichintala was the first village in Anantapur district visited by the Committee. It is situated on

a plateau on the top of a hill where the three districts, Anantapur, Cuddapah and Kurnool meet. It is a typical village where illicit distillation of arrack is said to have been carried on for a long time, even during the pre-prohibition days. After prohibition was introduced, the illicit distillation increased enormously and the arrack prepared here was exported to Tadpatri (municipal area) and other neighbouring places. One interesting feature was that some of the families which manufacture illicit arrack were not themselves consuming this liquor, but produced it only for profit. A week prior to our visit to this area, the prohibition staff had raided the village and made a big haul of 1,250 gallons of fermented wash and about 45 gallons of illicitly distilled arrack. This place having only about 1,000 people is said to have imported about 500 maunds of jaggery a month evidently for illicit distillation.

13. The Committee was also pained to see that the unthrashed corn stalks were set fire to by some culprits as an act of reprisal taken against the suspected informants who owned the same. The damage caused was estimated to be about Rs. 5,000. The people of this village came forward with the suggestions that to put an end to prohibition crimes of this nature, levy of collective fines and institution of punitive police would be necessary.

14. Nakkan Dhoddi Dhanda is a small colony of fifty Lambadi houses, seven miles from Guntakal, adjoining some waste lands and hills. Manufacture of illicit arrack seems to have been a hereditary occupation with several of these Lambadi people. Timmencharla and Guntakal are excellent markets, for their liquor. The Naick or the leader of the Lambadis suggested that they should be enabled to start a dairy farm and given more land for cultivation. The Lambadis are unwilling to go and settle in the neighbouring villages where their children could have educational facilities. Therefore, they suggested that a school should be opened in their midst.

Bellary district

15. In Bellary district, conferences were convened at Bellary and Adoni and public meetings were held at Bellary, Kampli, Tungabhadra Dam, Hospet, Alur and Yemmiganur. The district has got to face serious border problems which makes the working of prohibition considerably difficult. This district has a long border with Hyderabad State along the river Tungabhadra. It also touches the Mysore State and the Bombay Presidency. At the Tungabhadra head-works where the dam is under construction thousands of labourers are employed. The Committee made enquiries from several of them and learnt that they were unaware of the fact that drunkenness was an offence and therefore cross the river to Hyderabad limits and consume liquor now and then. It was found that while the Madras Government was foregoing

crores of rupees as a result of prohibition, some of the neighbouring states have not been responsive and have been exploiting the situation in not creating an effective dry belt on the borders of prohibition districts.

16. Sandur is a small state with 167 square miles and a population of about 16,000. The distillery was installed there, after prohibition was introduced in Bellary district. It was surprising to find that the State itself was making retail sales of arrack in shops almost on the borders through their own employees. Many people from the border villages of Bellary and Hospet taluks were securing liquor from this State and much smuggling seems to be going on. It is desirable and necessary that an agreement is entered into to introduce prohibition in their State or in the aternative to strictly limit the manufacture of liquor to the pre-prohibition level, and to prevent surreptitious inflow into our area.

17. At Alur the Committee was informed that the village of Degalahalu of that taluk had become notorious by many of the Boyas taking to illicit manufacture of arrack and the village talaiyaris also were involved in this nefarious business. In a raid which took place in that village, bottles of illicitly distilled arrack were found. The village magistrate complained that as he took steps to get the offenders booked, he was threatened with dire consequences and he wanted protection and a licence to possess fire arms.

18. In Adoni, the Committee witnessed a huge apparatus used for illicit distillation on a large scale. It was stated that the drum and apparatus were got from Bombay Province. Luckily this was detected early enough.

19. In Yemmiganoor there was much enthusiasm for the cause of prohibition and one interesting feature was that the weavers who were having good earnings and had benefited from prohibition had organized a very successful weavers' co-operative society and had even a concrete plan for building a colony of their own on co-operative basis.

Kurnool district

20. In Kurnool district, conferences were convened at Kurnool and Nandyal, and public meetings were held at Koilkuntla, Nandyal, Bathalur and Allagadda. Kurnool district is also confronted like Bellary with border problems. Hyderabad borders this district on the north all along the river Tungabhadra and Kistna. All along the Nizam's State these two districts of Bellary and Kurnool licensed or unlicensed shops have been vending liquor, as a result of which numerous addicts of the bordering areas of these two districts have continued to consume liquor now and then.

21. The small State of Banganapalle in Kurnool district has complecated the working of prohibition and increased our difficulties in the matter of enforcement. This state has an area of

256 square miles and a population of about 45,000. After the introduction of prohibition by the Madras Government a distiller from Anantapur district has installed his plant in Banganapalle State as also in Sandur to manufacture arrack. The Committee has been informed that the excise revenue of Banganapalle State has increased from Rs. 60,000 which is the pre-prohibition figure to several lakhs at present. Much smuggling of arrack into dry area of our Province seems to be going on and this calls for prompt and necessary action on the part of the Government. With the merging of Banganapalle into the Province of Madras, the facilities for effective enforcement have very much improved.

Cuddapah district

22. In Cuddapah district, conferences were convened at Proddatur and Cuddapah, and public meetings were held at Lingapuram, Mydukur, Patha Cuddapah and Nagireddipalle. The illicit distillation of arrack is stated to be taking place on an extensive scale in this district. Prohibition had been in force here from the year 1938 to 1943 and the people had a fore-taste of this programme. The boot-leggers had already learnt several evasive tricks to carry on this nefarious business. At Kaderpalle, four miles from Proddatur, a raid had been conducted on the night previous to our visit. Several persons were under arrest both for drunkenness and for illicit distillation. This appears to have been taking place on a very large scale in this village in spite of repeated raids by the prohibition staff. The Members of the Committee went to the adjoining fields and the river bund and saw some pots containing fermented wash fit for illicit distillation, buried in the ground and just then detected by the prohibition staff. There was also an apparatus used for illicit distillation and two receptacles containing illicit arrack. The villagers of those places suggested that collective fines should be levied and the stationing of punitive police to stop these crimes.

23. One of the villages visited in the Cuddapah district was Nagireddipalle, a village five miles from Cuddapah town. As a local public worker was actively interested himself in the cause of prohibition informed the Committee that this village is becoming notorious for illicit distillation and some of the culprits had threatened him with serious consequences. The Members of the Committee accompanied by the District Collector, District Superintendent of Police and other officers went to the village and held a public meeting. The prominent men of the village gave a written assurance before the Collector promising whole-hearted co-operation in the working of prohibition.

Chittoor district

24. In Chittoor district, conferences were convened in Tirupati, Chandragiri, Madanapalle and Chittoor and public meetings were

held in Tirumalai, Pakala, Kallur, Gandaboyinapalli, Danduvaripalli (Vempalli village), Madanapalle, Valasapalli, Sugalimetta and Chittoor besides visits to some other villages.

This district has also the border problem inasmuch as the taluks of Madanapalle, Punganur, Palmaner and Kuppam are adjoining the Mysore State and smuggling of liquor and ganja are stated to be taking place. At Vempalli where there are Thandas of Lambadies, an interesting display of dances by children and feats of physical strength by some villagers were got up and a drama was also staged. The local people evinced great enthusiasm in ameliorative work. The schoolmaster of the place seems to have taken a keen interest in all these activities. In the public meeting held at Chittoor some people tried to create confusion by shouting that they wanted the liquor shops to be restored. On a frank enquiry from them, it was observed that what they wanted was a rectification of the defects in the rationing system and their shouting was to draw the attention of the Committee to their grievances. Subsequently, when things were explained to them by the Chairman of the Committee, they were absolutely satisfied and even when a vote was taken they all voted in favour of prohibition.

North Arcot district

25. In North Arcot district, conferences were held at Gudiyattam, Vellore, Arni and Tiruvannamalai towns and public meetings were held in Ettivadi, Kalur, Kalasapakkam, Kalathur, Tiruvannamalai, Voriyur, Chengam and Tiruppattur, besides visiting a few other villages. There are grounds to believe that illicit distillation of arrack is taking place on an extensive scale in this district. At Kasthampadi, the Chairman and the Members of the Committee detected and caught some culprits responsible for the sale of illicit arrack with the vessels they used for this purpose.

At Tiruvannamalai, a house was raided by Sri G. V. Ranga Reddi, Secretary of the Committee, assisted by the local Revenue Divisional Officer, and about four gallons of illicitly distilled arrack were found inside the house. A woman under cover of gosha tried to prevent these people from getting in and even poured a bottle of phenyle into the pot of arrack to conceal the crime. The owner of the house and four others were also found drunk. The culprits and the articles seized were handed over to the local Prohibition staff for necessary action. At Tiruppattur, while public meeting was about to take place, a young boy, accompanied by a middle-aged man, was found to carry a bundle of hay concealing a pot of arrack. It was detected by the Prohibition staff and the culprits arrested.

At Valakalnattam there is a tappers' colony which was visited by the Committee. To their regret it was found that the colony was not working in a satisfactory manner.

Salem district

26. In Salem district also, the taluks of Hosur and to some extent Krishnagiri are adjoining Mysore and there appears to be the border problem.

In this district, conferences were held at Krishnagiri and Salem, and public meetings were held in Hosur, Papparapatti, Dharmapuri, Metcheri, Mettur, Yercaud, Sendamangalam, Namakkal, Elampalli and Konganapuram. Besides these several other villages were also visited.

The Tappers' colony at Oddapatti, near Hogainakal, was visited. Cattle have been purchased by some of the ex-tappers who have settled there. On account of the menace from the elephants and other wild beasts during nights, a few of them appealed that they may be given licences to possess fire-arms and the request is indeed a very legitimate one.

Yercaud on the Shevaroys Hills was visited by the Committee. It is interesting to observe that one of the European planters stated to the Committee that he would not mind if the permit issued to him for the use of liquor is withdrawn and that, in fact he was using only a fourth of the quantity allowed.

At Konganapuram, there was a fine display of physical feats of strength by some of the local villagers, besides dance by the school children. An experiment for the free distribution of sweet toddy is being conducted at this place. The Committee is strongly of the opinion that this experiment is a huge waste and will serve no purpose. It is feared that this will give rise to serious abuses and further the aluminium vessels and the chemical used may be deleterious to health.

Coimbatore district

27. In the Coimbatore district, there is the border problem of Mysore and Cochin States and this requires special attention.

In this district, conferences were held at Bhavani, Gobichettipalayam, Coimbatore, Pollachi and Tiruppur. Public meetings were held in Gobichettipalayam, Mettupalayam, Kuppanur, Alandurai, Semmedu and a few other villages were also visited. The ameliorative work is progressing well in this district. We had occasion to see that in the village of Meenampalayam, a road has been formed by the active co-operation of the local villagers and school buildings have been put up at Pudupuliumpatti, Palanigoundanpalayam and Nanjagoundanpalayam in the same way. These are only a few among many such things that have been achieved in this district Velparai on the Anamalai Hills was also visited by the Committee and some of the planters were contacted. The European planters expressed a desire that the permits for foreign liquor granted to them may be continued. One interesting feature was that a large

number of labourers employed in the tea and coffee plantations were not addicted to the use of liquor even before the pre-prohibition days due to the non-existence of shops in that area, and this contributed to the efficiency of their labour. It is gratifying to note that the programme of prohibition has worked more satisfactorily in this district than in others.

The Members of the Committee concluded their tour after reaching Erode on the 12th January 1948 and dispersed to their various places.

CHAPTER IV

Historical Survey of the Policy as regards Excise, Temperance and Prohibition

Early excise policy

28. The Abkari Act being a fiscal measure, the excise policy of the Madras Government during the first two decades of the current century was aimed at steadily increasing the revenue. Though in the early years, the Excise income was about Rs. 2 crores, it only formed a fraction of the total revenue of the provincial budget. It tended to increase year to year and finally even eclipsed the land revenue from the year 1944. It soared up when it reached the peak figure of Rs. 1,643 lakhs in 1945–46.

Evils of drink

29. It has long been recognized that the drink habit is a great evil. The records of ancient Indian civilization contain references to the use of liquor and to the efforts made by sages, priests and law-givers to combat the vice of drunkenness. Manu completely forbade even the use of spirituous liquor. Buddha preached that the householder who delights in the law, should not indulge in intoxicating drinks and should not cause others to drink or sanction the acts of those who drink, knowing that it would result in insanity. The Holy Koran enjoins total abstinence on the followers of Islam. Other religions have similar tenets. India is a tropical country and liquor is not, therefore, necessary.

Alcohol and its evil effects

30. There is no denying that alcohol lures men into economic and social destruction. It makes people feel as though it gives them strength and they cannot do without it. It deceives them by deadening the nerves and muddling the brain. It is a destroyer; it robs men of ambition; it spoils their health; it steals their money, it shortens their life; it stains their reputation and

above all, it ruins their soul. It is a poison by itself. Chronic alcoholism, by devitalizing the tissues, lowers the defences of the body against malign germs. Thus pneumenia, tuberculosis, septic inflammation and blood-poisoning are contracted by a chronic drinker where persons in good health would be unharmed. It is found that drink habits among the parents re-act on the vitality of the offspring. Alcohol not only impairs health, muscle, general efficiency and memory, but also causes immorality because under the influence of drink, persons of both sexes lose their power of self-restraint.

31. In India the majority of the people who drink belong to the lowest strata of society and the expenditure on drink makes a serious inroad on their income, thus affecting their economic condition. Indulgence in alcoholic drink can only be maintained by lowering the standard of life. It brings about insanity and it is one of the main causes of many unhappy homes. It is a narcotic which paralyses the higher brain centres that control conduct. Researches made in the western countries have established a direct relationship between alcholism and crime. Even in America where the general level of income is high, prohibition, whatever its results might have been, effected a noticeable improvement in economic conditions and promoted industrial efficiency and productivity. As the Royal Commission on Labour in India have observed, there can be no doubt that a reduction in the consumption of liquor would increase the welfare and efficiency of industrial labour.

32. It is these considerations that have to some extent influenced the earlier excise policy of Government. There are two courses open. One is the total prohibition and the second is to minimize the drink habit by a careful regulation of supply and other restrictive methods, such as propaganda, reduction of shops, etc. The second course was adopted by Government in the earlier years of excise administration.

Attempts at temperance

33. Government adopted various measures to check and minimize the drink evil and they adhered mainly to the policy of 'maximum revenue with minimum consumption'.

(a) Reduction of shops

First, the number of arrack and toddy shops was gradually reduced as shown below :—

	Number of arrack shops.	Number of toddy shops.
1883–84	17,023	18,727
1906–07	10,239	18,684
1920–21	6,088	10,463
1924–25	5,815	10,432
1940–41	4,700	8,810

(b) Enhancement of duty

Secondly, the duty on arrack and the tree-tax were increased twice and thrice as indicated below as a means of reducing consumption :—

	Average rate of duty on arrack per gallon. RS. A. P.	Tree-tax per coconut tree. RS. A. P.
1905–06	4 1 6	2 4 0
1921–22	8 7 0	4 8 0
1929–30	8 7 0 to 10 10 0	4 8 0 to 5 10 0
1945–46	8 12 0 to 12 12 0	4 8 0 to 9 0 0

(c) Reduction in the issue strength of arrack

Thirdly, the alcoholic content of the arrack which was sold in the shops was sought to be reduced by raising the water content so that the liquor consumed might not be very injurious. This arrangement did not, however, work well.

(d) Limit of pri ate possession

Fourthly, attempt was made to reduce the limit of private possession of arrack and toddy in rural and urban areas.

(e) Advisory Committ e and Licensing Boards

Excise Advisory Committees for rural areas and Licensing Boards for municipal areas with non-official majorities were constituted from 1918 to advise the authorities on the number and location of liquor and drug shops. But the general opinion was that the powers of veto exercised by the District Collector or the Board of Revenue, as the case may be, more often tended to mar the good effects of the working of these bodies.

(f) Licence conditions and restrictions on hours of sale

The licence conditions prohibited gaming and entertainments in liquor shops, sale of liquor to women and to all persons under 18 years of age. In 1921-22, the closing hour in the liquor and drug shops was fixed at 8 p.m. and the opening hour at 9-30 a.m. in the case of arrack shops, foreign liquor taverns and beer shops, and sunrise, in respect of the remaining shops. Collectors were also empowered to close shops within three furlongs of factories, mills and other large centres of labour. Collectors were authorized to insert special conditions in licences providing for the closure of shops during fairs and festivals, on market days and on days of election.

(g) Counter-attractions

The experiment of opening tea and coffee shops as a counter-attraction in places of liquor shops through the agency of some local boards or municipalities tried in 1916–17 was later abandoned as this did not contribute to a reduction of liquor consumption.

(*h*) *Temperance propaganda*

As a measure of anti-drink and anti-drug propaganda, the Government directed the constitution of a Central Propaganda Board and District Propaganda Committees in 1929. The District Committee consisted of eight non-officials and the local District Health Officer. These committees submitted monthly progress reports and minutes of their meetings to the Central Propaganda Board. On the ground that financial stringency necessitated an all-round curtailment of expenditure, Government ordered in 1931 the abolition of these bodies and set apart funds for rendering financial assistance to bona fide non-official associations for carrying on temperance propaganda work.

(*i*) *Temperance teaching in schools*

In 1914 the Secretary of State for India advised the adoption in India of a syllabus of lessons on temperance issued by the Board of Education in England. Accordingly, textbooks in English and regional languages containing lessons on the benefits of temperance were introduced. Illustrations depicting stories from the ancient classics of India, charts and diagrams showing the effects of temperance schemes by means of lantern slides were also adopted. The teaching staff was further advised by inspecting officers to interest themselves actively in the work of educating the pupils on the subject.

Temperance movement

34. There were two kinds of temperance movement as noted below :—

(1) Spontaneous movements affecting whole caste and arising within the castes;

(2) Movements promoted by philanthropists and organized temperance associations.

The temperance societies did their part of the work in bringing cases of abuse of drink to the notice of the authorities and in checking the drink habit among the upper classes.

The Congress Committees focussed public opinion on prohibition by intensive propaganda and later by picketing of liquor shops when the Civil Disobedience Movement was started.

Experiments in partial prohibition

35. Government tried some experiments in partial prohibition in certain areas. From about the year 1924 arrack shops were, as an experimental measure, closed in the Shiyali and Thiruthuraipundi taluks of Tanjore district, Tiruvadanai and Paramakudi taluks of Ramnad district, Attur taluk of Salem district and Tenkasi taluk of Tinnevelly district. The experiment was stated to be a failure in respect of Attur and Tenkasi taluks, owing to the prevalence of illicit distillation and it was given up from 1st April

1933. The experiment in the other four taluks was continued as it was found successful. In two small areas in the Tiruchengode and Rasipuram taluks of the Salem district where some amount of successful anti-drink propaganda and rural economic work were carried on, eleven arrack and twenty-two toddy shops were closed as an experimental measure from 1st April 1929. In the first year of the experiment, it was considered that the closure of the shops received good support from the weavers' community in the district. The experiment was continued for the lease year 1930–31 and to make it effective, marking of toddy trees for shops within five miles of the dry areas was restricted to the average of the previous five years and the trees in the dry areas were ordinarily not permitted to be marked for adjoining shops. The dry areas were extended from 1st April 1931 by the closure of some of the adjoining shops. The closure of the shops was continued during 1931–32 and 1932–33. The Board of Revenue, after a local inquiry, came to the conclusion that the experiment was a failure and it was, therefore, given up.

As a temperance measure, the sale of liquor to members of the hill tribes in the Nilgiri district except on a medical certificate was prohibited.

Results of early policy

36. The policy adopted by Government, as has been indicated in the preceding paragraphs, to reduce the drink evil was unsuccessful from the point of view of a general reduction of drunkenness. The more reduction in the number of shops or an increase in the rate of duty did not lead to any fall in consumption. The policy of "maximum revenue and minimum drink" sounded well, but contained an inherent contradiction; and in actual working the collection of maximum revenue assumed prime importance. The restriction of drink was relegated to the background. The few tinkering measures of temperance that were adopted also proved futile and did not touch even the fringe of the problem.

Introduction of prohibition by the Congress Ministry in 1937.

37. Prohibition has been an important plank of the constructive programme of the Congress. Intensive propaganda was carried on from 1920 and picketing of liquor shops was an important feature in the Civil Disobedience Movement of 1930. The resolution on fundamental rights passed at the Karachi Session of the Congress and the election manifesto of the Congress gave it a unique prominence. Above all, the incessant teachings of Mahatma Gandhi, the Father of the Indian Nation, enjoined that the Congress should adopt prohibition as a governmental programme of serving the masses and this has lent a historic importance to this measure of social reform.

The first Congress Ministry in Madras assumed office on 14th July 1937 under the Premiership of Sri (now His Excellency) C. Rajagopalachariar. Consistent with the constructive programme

of the Congress and in consequence of the decision of the Congress Government to carry out a planned programme of prohibition with the principal object of preventing all dealings in liquor and intoxicating drugs, a special law, called the Madras Prohibition Act, 1937, was passed and brought first into force in Salem district with effect from 1st October 1937. The Madras Abkari Act, 1886, as subsequently amended, ceased to be in force in that district from the same date and all liquor and drug shops were closed. The Madras Prohibition Act only prohibited the possession and transaction in liquor and intoxicating drugs, but did not effect the operation of the Indian Opium Act, 1878, or the Dangerous Drugs Act, 1930. The Prohibition Act provided *inter alia* for exemption by Government of any specified liquor or intoxicating drug from the provision of the Act on the ground that such liquor or drug was required for medicinal, scientific, industrial or such like purposes. The Government exempted, subject to certain conditions medicinal preparations, culinary aerated waters and other flavouring essences, extracts and colourings and perfumes and toilet preparations containing spirit from all the provisions of the said Act.

Exemptions for bona fide travellers

38. Bona fide travellers were allowed to possess bottled liquor up to three units for their own personal use, while passing through the prohibition area, a unit being equivalent to one quart bottle of whisky or other spirits including liquors or three quart bottles of wine or vermouth or twelve quart bottles of beer or cider. (A quart equals two pints.)

Supply of hemp drugs on permits

39. As it was thought inexpedient to deprive addicts of the supply of hemp drugs (ganja or bhang) arrangements were made for the issue of permits to them for the possession of the same for personal consumption and for supply of such drugs to permit-holders. It was, however, subsequently found impossible to get a genuine and correct list of addicts. Experience showed that there was grave danger of many persons who had been deprived of liquor turning to ganja-smoking. Medical opinion showed that the physical effects on the ganja addict, if deprived of the drug, would not be serious. Government, therefore, decided to prohibit altogether the supply of ganja and bhang.

Issue of foreign liquor permits and licences

40. Permits were issued only to selected persons (under strict supervision) who were accustomed to the use of foreign liquor, for the possession and for personal consumption of bottled foreign liquor in limited quantities. Licences were issued to non-proprietary clubs for the possession of foreign liquor and its sale to members who held permits. "Authorities" were granted to Bishops and priests, for the possession of mass wine to be used for religious

purposes according to ancient custom. Licences were prescribed for the possession and sale of denatured spirits and rectified spirits. Licences were also prescribed for the possession of brandy for medicinal purposes in hospitals and for the possession and sale on prescription of brandy and medicated wines by chemists, etc. The tapping of trees for the drawing of sweet toddy for use as a beverage or in the manufacture of jaggery was permitted under licence.

Closure of opium shops and arrangements for issue of opium to addicts

41. Though the Prohibition Act does not apply to opium, the opium shops were closed with effect from 1st October 1937 and addicts to the drug were required to take out licences from a Tahsildar (or Deputy Tahsildar in independent charge) for the possession of opium for personal consumption. Opium was issued from taluk offices only to addicts who hold such licences. It was ordered that no opium should be issued to any person under twenty years age.

Staff employed for enforcement

42. The Excise staff was withdrawn from Salem district and the enforcement of prohibition was entrusted to a section of the police called the prohibition police. The administration of the Act was vested in the Board of Revenue. An officer of the rank of an Assistant Commissioner of Excise assisted by an Assistant Inspector was posted to help the police in preventive work. The Assistant Commissioner continued till 24th June 1938, when his post was abolished, as it was felt that the police had by then learnt the technique of dealing with liquor and drug crime.

Constitution of taluk and village prohibition committees

43. Taluk prohibition committees were formed and their duties were as follows :—

(1) To give information to the police;

(2) To report every month to the Collector on the working of the Act in their taluk; and

(3) To assist the campaign in a number of ways, particularly in (*a*) maintaining touch with the village prohibition committees; (*b*) keeping a watch on places in which breaches of the Act might take place and on persons who might commit offences; and (*c*) organizing amusements and counter attractions to drink and encouraging thrift. Village prohibition committees were formed with more or less the same functions.

Offences

44. The efficiency of the intelligence service gradually improved with experience. It was apprehended at the outset that the licensing of trees for sweet toddy might lead to widespread abuse but this did not happen. Despite the efforts of the preventive staff, illicit traffic in ganja continued owing to the facilities which existed for smuggling from outside the prohibition area, especially from the

neighbouring State of Mysore. The co-operation of the Mysore Government was sought for the prevention of smuggling. During 1937–38, sales of denatured spirit showed a considerable increase when compared with the pre-prohibition period and there was reason to suspect that it was being used to some extent as a substitute by the ex-addicts. Steps were taken to restrict sale of denatured spirit as far as possible to legitimate requirements.

Border problems and measures taken to tackle them

45. The following measures were taken to minimise the scope of supply of liquor from adjoining areas to the people in the prohibition area :—

(i) Restriction of the number of trees to be marked for the toddy shops in the adjacent area of 10 miles to the average number marked in the preceding five years.

(ii) Restriction of supply of arrack to the shops in the above area to the average quantity taken in preceding five years.

(iii) Prohibition of possession by any person except under a licence or permit of any quantity of arrack or toddy outside the licensed premises of arrack and toddy shops in the above area.

Effectiveness of the measures

46. These restrictions were found to be generally effective in preventing unlimited supply in shops and maintaining normal conditions in the belt area. The demand in the border villages in the prohibition area was, however, being met to some extent by the belt shops which, by reason of their proximity, were easily accessible to the consumers in the prohibition area. A few of such shops were ordered to be closed with effect from 1st October 1938.

Extension of prohibition to Cuddapah and Chittoor districts from 1st October 1938

47. Prohibition was extended from 1st October 1938 to two more districts, viz., Cuddapah and Chittoor. The Act received the same general welcome in these districts as in Salem; and women in particular were enthusiastic supporters. The working of the Prohibition Act in Cuddapah and Chittoor districts too was entrusted to the Police department. In the beginning the non-officials and officials of other departments co-operated with the police in working the Act successfully.

Review of the work done in 1938-39

48. In 1938–39, the preventive staff of Salem district was strengthened to check and prevent illicit distillation which was rampant in and around Salem town. In Cuddapah and Chittoor districts, illicit distillation was rare. There was tapping of sweet toddy under licences on a very considerable scale in Salem district. In the other two districts, the issue of sweet toddy licences was ordered to be restricted to co-operative societies for the manufacture

of jaggery but no licences were taken out by any society till the end of the year. There was no evidence of illicit tapping for fermented toddy on any large scale in any of the prohibition districts. But seizures of large quantities of fermented toddy in Salem district disclosed that coconut sweet toddy sold as beverage was being converted into fermented toddy. To control this menace, the tapping of coconut trees for sweet toddy was prohibited from 1st January 1939. This did not operate as a hardship on the tappers as only palmyra tree was being extensively tapped for sweet toddy in the pre-prohibition period and as, after the introduction of prohibition, only a few tappers took to tapping coconut trees for sweet juice.

The consumption of ganja or bhang was prohibited altogether in the prohibition districts. Cases of illicit possession of ganja constituted the largest item of prohibition offences in the three districts, partly because of the greater difficulty on the part of the addicts to shake off their habit and partly because of the availability of ganja in the neighbouring districts and the Indian States of Mysore. The Mysore Government undertook to co-operate by restricting issues to the shops of the State bordering the prohibition districts, to the average of previous five years.

Opium was issued only to registered addicts holding permits and it was noticed that after the introduction of prohibition consumption of opium decreased considerably in all the prohibition areas indicating perhaps that many casual opium eaters had given up the habit. There was no evidence of any serious abuse of the concession allowed or of any smuggling worth mentioning. The restrictions imposed on the belt areas in Salem district in 1937–38 were extended to the belt areas adjoining Cuddapah and Chittoor districts from 1st October 1938. Very effective patrol was exercised over the border areas by the police and the excise officials. The Government considered the question of creating a dry belt of five miles around the prohibition districts free of liquor shops, but ultimately ordered that it would suffice if the liquor and drug shops in certain important towns where the influx of persons from the Salem district was a source of trouble, were closed.

Extension of prohibition to North Arcot district from 1st October 1939

49. Prohibition was extended from 1st October 1939 to North Arcot district. The Act received the same welcome as it had received in Salem, Chittoor and Cuddapah districts. The working of the Act in North Arcot district was also entrusted to the Police department.

Review of the work done in 1939-40

50. The Congress Ministry resigned office in October 1939. Illicit distillation became rampant in and around Salem town in 1939–40. In Cuddapah and Chittoor districts, crimes relating to illicit distillation of arrack were on the increase. Sale of sweet

toddy for use as beverage was not allowed in Chittoor, Cuddapah and North Arcot districts and tapping was allowed only for the manufacture of jaggery. During 1939–40 also the number of ganja offences was appreciable for the reasons already stated.

Review of the work done in 1940-41

51. During this year, illicit distillation seems to have been carried on more or less on a commercial scale in the four prohibition districts. Some efforts were made by the preventive staff to check this through organized raids of black-spots. The intensive drive resulted in the detection of a large number of cases. Ganja offences decreased in Salem and Chittoor districts and increased appreciably in North Arcot and slightly in Cuddapah district.

In a judgment delivered in March 1941 the High Court ruled that the provisions of the Madras Prohibition Act, 1937, so far as they related to dangerous drugs were void, as the Act had not been reserved for the consideration of the Governor-General. The result was that possession of ganja up to three tolas became permissible in these districts. The defect was remedied by the Madras Prohibition (Supplementary) Act, 1941, extending the provision of the Madras Prohibition Act, 1937, to every intoxicating drug, as therein defined, although such drug might also be a dangerous drug.

Review of the work done in 1941-42

52. In 1941–42 there was an abnormal increase in the number of prohibition offences in respect of illicit distillation. It was resorted to in the prohibition areas by rich and influential persons through their servants and hirelings and the preventive staff organized systematic raids of black-spots.

Suspension of Madras Prohibition Act from 1st January 1944

53. The working of the Prohibition Act continued to be in charge of the Police department in the four districts in 1942–43 and 1943–44 up to 1st January 1944 when the operation of the Act except sections 1, 3 and 6 were suspended in these districts by the Advisers' Government.

The following pleas were advanced by the Advisers' Government in arriving at this decision. The public generally took little interest in the working of prohibition. The taluk and village committees were apathetic. Public enthusiasm which was in evidence in the early period of prohibition waned. The ease with which the prohibition law could be broken with impunity engendered disregard for law and order generally. Further, the necessity to resort to surreptitious indulgence resulted in excessive dosages of alcohol; and illicitly distilled arrack alone being available, persons accustomed to the more innocuous toddy began to consume illicit arrack. Prohibition crime showed tendencies of

rapid increase and offenders on release from jails reverted to their lucrative trade. Despite the increase in the price of jaggery, illicit distillation continued and there was a ready market for the supply that was produced. The Prohibition Act was also amended providing for enhanced punishment for illicit distillation and kindred offences. The upper middle class and the middle class could afford to pay the high prices demanded for illicit arrack. The women folk of the poor classes welcomed the continuance of prohibition but the crime statistics continued to be high. Enhanced penalties for illicit distillation and kindred offences were imposed in certain cases by the Magistrates. These did not, however, reduce prohibition crime in Cuddapah, Chittoor and Salem districts. The Government, therefore, suspended the Prohibition Act except sections 1, 3 and 6 with effect from 1st January 1944 in the four districts. Toddy and ganja shops were opened in those districts from that date. Prohibition in respect of arrack, however, continued. The arrangement for the supply of opium to registered addicts from taluk offices also continued till 1st April 1944 when opium shops were opened in those four districts. Prohibition in respect of arrack, however, continued till 1st October 1945 when arrack shops were opened and the four districts became completely wet. It is no wonder that the programme of prohibition was given up because of the lack of faith in it on the part of the Advisers, added to the difficulties created by the war conditions.

Assumption of office by the Congress Ministry in 1946

54. The Congress Party returned to power during the elections of 1946 with an overwhelming majority and the Congress Ministry assumed office on the 30th April 1946. The enforcement of prohibition and the stopping of the practice of drink which increased alarmingly in the period following the suspension of the Prohibition Act by the Advisers' Government, was an important item of Congress policy. The Congress Government, therefore, considered it as its moral duty to save the people who were the victims to the demon of drink.

Introduction of prohibition in eight districts from 1st October 1946

55. For administrative and other reasons, it was not possible to introduce prohibition in the entire Province all at once. The Government, therefore, ordered the introduction of prohibition in the districts of Anantapur, Bellary, Kurnool, Cuddapah, Chittoor, North Arcot, Salem and Coimbatore with effect from 1st Ocober 1946. In the four districts of Chittoor, North Arcot, Salem and Coimbatore, the enforcement of the Prohibition Act was entrusted to the prohibition police under the direction of the District Superintendents of Police of the respective districts. In the other four Ceded districts the enforcement was entrusted to the excise staff, under an officer called the District Prohibition Officer. The Collectors of the respective districts were placed in general charge of the prohibition drive.

Taluk and village prohibition committees were to be formed to help the enforcement staff in the operation of the Madras Prohibition Act, 1937, in the prohibition districts.

Scope of the Prohibition Act, 1937

56. The Prohibition Act of 1937, as amended subsequently from time to time, came into operation in the eight districts referred to above and the exemptions previously in force continued. Provision has been made in the Act for the Collector and other officers empowered to issue licences for the tapping of any tree for sweet toddy either for consumption or manufacture of jaggery and to issue permits for possession, transport and sale of sweet toddy. Similarly, there is provision for officers empowered to issue, subject to suitable restrictions, limitations and conditions, with or without executing counter-part agreements and offering security :—

(*a*) Permits authorizing any person to consume and possess for personal consumption any liquor or intoxicating drug;

(*b*) licences for any institution to possess liquor and issue it to such of its members as hold permits; and

(*c*) licences to any person in charge of a restaurant car attached to a railway train to possess liquor and serve it to bona fide passengers travelling by the train. The Act prohibits the printing, publishing in newspaper, book, leaflet, etc., the displaying or distributing of any advertisement or other matter commending or soliciting the use of or offering any liquor or intoxicating drug.

Administration

57. The Commissioner of Excise and Prohibition is in general charge of the administration of the Prohibition Act. He is assisted by a Deputy Commissioner on the preventive side. The working of the Act in each of the districts of Anantapur, Bellary, Kurnool and Cuddapah is in charge of a District Prohibition Officer. Like the District Superintendent of Police, he is Personal Assistant to the Collector and District Magistrate who is responsible generally for the working of prohibition in his district. In these four districts, the previous excise circle and ranges continue. The officer in charge of the circle is designated Deputy Prohibition Officer and the Sub-Inspectors are designated Prohibition Sub-Inspectors. The Deputy Prohibition Officer is assisted by an Assistant Prohibition Officer corresponding in rank to an Assistant Inspector in the Excise department. Each Prohibition Sub-Inspector has under him a petty officer and four to six prohibition guards. The duties of all the officers of the Prohibition department almost correspond with the duties of officers of the corresponding rank in the Excise department except in the matter of enquiry into cases. All Prohibition Sub-Inspectors are invested with powers under sections 35 to 51 of the Madras Prohibition Act which enable them to enquire into prohibition offences. An Intelligence Bureau is attached to the

office of the District Prohibition Officer for collecting and collating information and statistics pertaining to prohibition. The bureau collects the material and prepares the monthly review on the working of the Act in the district. Each Deputy Prohibition Officer is assisted by an Assistant Prohibition Officer in detection. The jurisdiction of a Prohibition Sub-Inspector is called a prohibition station area. To prevent the tendency of people to smuggle liquor and drugs from the neighbouring non-prohibition districts as well as from other Provinces or Indian States, one or two Assistant Prohibition Officers are deputed for border patrol. Their main duty is to prevent and detect smuggling of the prohibited articles into the dry area; and they should constantly move about the borders and check vehicles and men to detect the prohibited intoxicants being carried into the district.

In the districts of Chittoor, North Arcot, Salem and Coimbatore, the enforcement of prohibition is in charge of District Superintendent of Police of the district assisted by Special Deputy Superintendents of Police (Prohibition); generally there are two such officers for each district.

Extension of prohibition to a second batch of eight districts

58. The Government extended prohibition to the districts of Guntur, Nellore, Tanjore, Trichinopoly, Madura, the Nilgiris, South Kanara and Malabar from 1st October 1947. The enforcement of the Act was entrusted to the police in the districts of Tanjore, Trichinopoly and Madura and to the Excise department in the other five districts.

CHAPTER V

Prohibition—Enforcement

I Administrative Machinery

Social effects of Prohibition

59. We have been asked to say to what extent the social, economic and vocational betterment of the ex-addicts in the first eight districts in which prohibition was introduced from 1st October 1946 has been brought about. We have received evidence from both official and non-official sources as regards a general improvement in the social and economic condition of the former addicts and we have had ample opportunities during our tours to see for ourselves the evidence of such improvement. There is hardly any doubt that the ex-addicts have raised their standards of living. They are no longer under the stigma that they are addicted to liquor. They are able to move freely with others and establish

social contacts which widen their outlook on life. Domestic quarrels which were the order of the day in the families of the ex-addicts is now a thing of the past. There is evidence of domestic harmony among the families of the ex-addicts; a greater sense of family responsibilities on the part of the ex-addicts is noticeable. The ties of kinship are now felt by them much more than before. There has been a mitigation of street brawls. The crimes committed under the influence of drink have tended to diminish. A statement showing the Indian Penal Code crimes reported in eight districts from 1st October 1946 to 30th September 1947 with the figures of the corresponding period of the previous year is furnished in Appendix No. 15. Another statement showing the crimes under the Indian Penal Code in respect of (*a*) cases of thefts and street brawls, (*b*) crimes of grave nature, (*c*) murders, and (*d*) other categories of crimes also, if any, due to drunkenness during the same period with corresponding figures relating to the previous year in the eight districts under consideration is given in Appendix No. 8. There has been a general fall in the crimes in respect of the above four categories in the eight districts after the introduction of prohibition. This fall is evidence of the beneficial effects of prohibition; in the absence of drink, people are not prone to commit crimes on a large scale, which they are likely to do under the influence of drink. These circumstances necessarily exert considerable influence on village life. The beginning of a more congenial and healthy rural life are in evidence.

Economic effects of Prohibition

60. We have also received evidence which suggests that the money formerly spent on drink is now available for the purchase of the necessaries of life, viz., food and clothing. But for prohibition and the money thereby saved, under the present high cost of food articles, a terrible disaster would have overtaken the families of these ex-addicts. A part of the saving is also available for the purchase of utensils, small jewels, etc., or liquidation of prior debts. The thrift schemes undertaken by the Special Development staff have had some effect upon the ex-addicts. This diversion of money for food and clothing and for other essential or useful purposes has improved the economic condition of the ex-addicts. They eat more nourishing food; they wear better clothes; their physique and health are now much better. We have also been told that some of the ex-addicts have acquired dwelling houses to live in and some have purchased bits of agricultural land. With an improvement in their physical and economic condition, it is more likely than not that they should put forth greater exertion and labour which form an economic point of view, is a gain to community. There can, therefore, be no two opinions on the great economic benefits which prohibition has conferred upon the ex-addicts as a whole. A few family budgets

of ex-addicts in some of the districts under consideration have been drawn up by the Special Development officers. They are given in Appendix No. 17. We are not prepared to ensure the accuracy or the correctness of the budgets but we are inclined to accept the general conclusions which a study of these budgets suggests.

Vocational betterment of ex-addicts

61. Most of the ex-addicts belong to the labour or wage-earning classes and as a result of prohibition, these ex-addicts are said to be now more regular and report themselves promptly for their work. We are told that it is now often the case that they absent themselves from work for a lesser number of days than before. We have already pointed out that some of the money which was spent on drink previously is now available for better food and clothing. These are conducive to better physique and, therefore, the ex-addicts should be in a better position to put in more and better work. It seems to us that on the whole there has been a vocational betterment on the part of the ex-addicts. This is not only a gain to the ex-addicts and to their families, but also to the community at large.

From all points of view, therefore, prohibition has conferred great advantages on society. The women-folk who are the greatest beneficiaries of this social reform, welcome prohibition with all zeal and profound thankfulness. A new era of hope and economic and social progress has dawned on the poorer classes of the community.

Achievement of prohibition in the entire Province

62. It is in consideration of those factors and the great good that it has conferred both on ex-addicts and the community generally that we reiterate our faith in the programme of prohibition as stated in our letter, dated 13th September 1947, to Government in the matter of extension of prohibition in the remaining districts of the Province, we sincerely congratulate the Government on the announcement of their decision to make the entire Province dry with effect from 1st October 1948. We are conscious of the financial implications of the introduction of prohibition in the entire Province.. In recent years the excise income formed the bulk of the Provincial revenues. In 1945–46 it constituted 34·3 per cent of the total Provincial revenues. But the fact cannot be forgotten that this money has been got from about 16 per cent of the population which was addicted to drink. On moral grounds alone this state of affairs cannot be justified; much less can it be justified on social or economic grounds. We are sure that it will not be beyond the ability and wits of Government and the public to join in a co-operative endeavour of exploring avenues to make up for the loss of the excise revenue.

Unsatisfactory character of present enforcement machinery

63. The success of the policy of prohibition depends upon the efficiency with which the provisions of the Prohibition Act are administered and enforced as well as the suitability and efficiency of the machinery which is entrusted with enforcement. We have endeavoured to ascertain, as fully as we can, the opinion of all responsible officials and leading non-officials on this subject. We set out below our observations and conclusions.

In paragraph 57 of Chapter IV, we have briefly described the official machinery which has been entrusted with the administration of the Prohibition Act in the eight districts. It will suffice for our purpose to say here that, in the districts of Chittoor, North Arcot, Salem and Coimbatore, the enforcement of prohibition has been entrusted to the "Prohibition Police"—a separate section of the regular police—under the control of the District Superintendents of Police concerned. In the remaining districts of Anantapur, Bellary, Kurnool and Cuddapah the administration of the Prohibition Act has been entrusted to the staff of the Excise department with a District Prohibition Officer in charge of each of the districts and a Deputy Commissioner of Prohibition (Enforcement) at the top. In both the groups of districts the officers are assisted by a large staff consisting of gazetted and non-gazetted officers including the constables, petty officers and prohibition guards. A statement showing the details of the staff is appended (Appendix No. 10).

Our enquiries have revealed that there is not as much co-ordination between the general police staff and the separate prohibition staff as is necessary for the effective enforcement of prohibition. The reason seems to be that the police staff has other duties to attend to and cannot, therefore, give as much attention to matters connected with prohibition as may be needed or desirable. The general police feel that they are not in a position to render much help to the prohibition staff. Secondly, they think that as a separate staff is in charge of prohibition, they need not worry themselves with or participate actively in matters of enforcement, particularly in matters of detection or prevention of prohibition crimes. Thirdly, they do not show either zeal or initiative because they are not suitably rewarded on the same level as they are when they are engaged in general policing work. It seems to us that on the whole the general police have not exerted themselves as they should in matters connected with enforcement on account of the feeling of non-concern engendered by the existence of a separate staff. It is far from our intention to make any general reflection on the police force. The indifference or lack of initiative on the part of the general police, if any, can only be considered as incidental to or inherent in the present machinery that has been set up for enforcement. When there are two departments, each charged with separate functions and

duties, it is generally speaking, natural that each should content itself with its own duties; the police cannot feel the same sense of responsibility or show the same initiative in matters touching enforcement as they may be expected to do if prohibition was entrusted to them. As matters stand now, the failure of the enforcement cannot adversely affect the status or the prospects of the police officers, and as such it is too much to expect them to put forth their maximum effort for the enforcement work.

Nor are we satisfied with the manner in which the prohibition police staff has been carrying out its duties in the districts of Chittoor, North Arcot, Salem and Coimbatore. It is, in our opinion, unfortunate that the enforcement of prohibition should have been entrusted to separate prohibition staff mainly taken from the personnel of the Excise department. It may be that some of the officers and members of the subordinate staff are honest in carrying out their duties, but they suffer from many handicaps. The prohibition police (principally chosen from the Excise department) are entirely different from the general police though they work under the District Superintendent of Police. The Prohibition Sub-Inspector has generally to deal with a larger jurisdiction where two or even three ordinary police stations might be operating. The prohibition police do not exercise the same influence over the public as the general police staff does. The latter come into contact with the public in the administration of several Acts of the Legislature. Further, the informants of prohibition crimes and those who extend their co-operation for the working of prohibition have a feeling that they would not receive sufficient protection at the hands of the prohibition police as distinguished from the general police whose help the prohibition police have to invoke in dealing with illicit distillers and other prohibition offenders who are usually unscrupulous men or goondas. Moreover, as has already been indicated, there is not, men being what they are, that measure of hearty and full co-operation between the general police and the prohibition police. The position on the whole, as it appeared to us is that while a separate special department to enforce prohibition is functioning though under the label of police, the general police staff do not feel called upon to exert their best in the matter of detection of prohibition crimes.

We feel that the position is worse in the remaining districts of Anantapur, Bellary, Kurnool and Cuddapah where a separate prohibition staff is functioning. The staff belongs to the Excise department, which actively helped the growth of the Excise revenue, on which their prospects and future depended.

During our tours we have noticed that in certain areas prohibition stations and general police stations are located in one and the same place though in different rooms, each section discharging different duties. The area of each prohibition police Sub-Inspector is too extensive for him to do any effective work.

On account of this dual system of dealing with crimes, the general public, particularly the illiterate villagers, are perplexed and often do not know whom they should approach for reporting prohibition offences.

From all points, it is clear that the present dual machinery is not satisfactory and that the separation of enforcement staff from the general police staff has not ensured general efficiency of the enforcement machinery.

Transfer of enforcement work to the general police recommended

64. We have been impressed with the overwhelming body of opinion, both official and non-official, that the responsibility for enforcement should be vested in the general police. The Commissioner of Excise and Prohibition (Mr. V. N. Kudva) is in favour of enforcement being entrusted to the police. He says that the general police " have better facilities for getting information and are in a position to protect informants against reprisals ". The Deputy Inspector-General of Police (Sri V. Subbarayan) is in favour of this suggestion. He considers that separate enforcement staff being a small force, can never satisfactorily enforce prohibition and that it would be impossible to augment the special staff to the size adequate for enforcing prohibition in a district by itself. He thinks that if the jurisdiction of a police station is found unwieldy, it should be cut down so as to make it manageable for a station-house officer to carry out all the duties such as law and order, general crime, traffic, prohibition, etc.—a point to which we shall revert presently—and that functional division and specialization should be at a higher level and should not commence at the police station itself.

Mr. F. L. Underwood (the then Inspector-General of Police) agreed with us that the transfer of enforcement work to the regular police was an ideal arrangement though he considered that for the reasons such as the time required for training staff, etc., the transfer might take some time and that the Police stations would have to be increased to cope with the work. During our discussions with the present Inspector-General of Police (Mr. C. K. Vijayaraghavan, I.C.S.) he has agreed to the transfer subject, of course, to such administrative changes or adjustments as the transfer might involve. As we have pointed out, lack of co-ordination and harmony and lack of efficiency have characterized the administration of prohibition law. There has been a general increase in the number of prohibition offences after the introduction of prohibition in the eight districts under consideration. This is supported by the statistics placed at our disposal—Appendix No. 5. It is natural that suggestions should be made by some officers of the Excise department entrusted with prohibition that the staff placed at their disposal is not adequate to deal with the detection of prohibition crimes. Even if the prohibition staff is

increased, they cannot, in our opinion, cope with the work of enforcement for lack of sufficient power and influence. Moreover we cannot countenance any suggestion for an increase in the staff having due regard to the present condition of provincial revenues and the need for large funds for good many social and developmental schemes. Any proposal to deal with prohibition offences should aim at economy and efficiency alike. We have given the matter our most careful consideration and we have come to the conclusion that the administration of the Prohibition Act should be completely transferred to the Police department; and it follows that the Minister holding the Police portfolio will necessarily be in charge of Prohibition as well. We must add that the transfer should be effected as speedily as possible, preferably by 1st April 1948, not only in the interest of efficiency of administration, but also economy.

Possible criticism against the recommendation answered

65. We are aware that some criticism may be levelled against this recommendation. The general public have had reasons for complaint against the police, especially of the lower cadre, most of whom are known or considered to be corrupt and are given to drink. Secondly, the police in the past was considered as the agents of the rule of a foreign bureaucracy. They were not considered as part and parcel of the general public or servants of society. They were till recently looked upon with feelings of bitterness as they were intimately associated with measures designed to suppress the nationalist movement or political independence. The conditions have now changed, we may add, beyond recognition. With the advent of independence, there is or bound to be a general change in the outlook of the people as well as the officers of Government. We have in power a people's Government. The police can only regard themselves as servants of Government and the people. They have to carry out the policies of the people's Government. In the new set up, their work is more co-operative. They can no longer indulge in oppressing the people; they are always under the vigilant eye of the people and Government; they have to serve the people. We have to build up an efficient and honest police force. We have, therefore, no reason to believe that, if the enforcement is entrusted to the police, they will not rise equal to the occasion and carry out their duties efficiently.

We are forced to this conclusion for more than one reason. The general police command influence which the Excise department, or a separate prohibition police department cannot expect to do. The general police administer several other Acts, protect the life and property of the people and bring the offenders to book. They instil fear amongst the offenders, and with vigilance they can expect to succeed in preventing the commission of offences within their jurisdiction. It is our common experience that when a police

officer of a station is honest, hardworking and conscientious, there is a substantial fall in the number of crimes in that area. Moreover, the police officers have wide contacts with the people and the offenders in their jurisdiction. They deal with the offender under the Indian Penal Code and other statutes. They can, therefore, be expected to be in a far better position to deal with the offenders under the Prohibition Act as well. With less powers, less influence and less resources and with vast area, the present Prohibition staff is working under very severe handicaps. We are, therefore, convinced that the only satisfactory way of ensuring efficient administration of Prohibition Law is to entrust it to the general police.

Need for increase in number of police stations considered

66. It has been urged before us that the transfer of the entire work of prohibition to the general police would involve a considerable increase in the number of police stations. We are not prepared fully to accept this suggestion. While in certain districts a slight increase in the number of police stations as a result of the transfer of Prohibition work may be necessary and justified, we are not convinced of any considerable or wholesale increase in the number of stations. The question of increase requires careful scrutiny. A small increase, wherever necessary in the number of police stations may not only help effective enforcement of Prohibition, but may enable the police to come into more intimate contact with the people than is now the case. This would help the police to have grip and control over the villages not merely for prohibition, but for other offences as well. The objective should be, as we have indicated elsewhere, prevention of prohibition crimes and this can be done by the general police through their intimate knowledge of the villages in their area and through the good influence which they may bring to bear upon the people. In determining the area and jurisdiction of a police station, it is not necessary to follow any arithmetical method. The incidence of crime, the state of communications and the general condition of the country will have all to be taken into consideration. With a readjustment of police stations in the manner suggested, it must be possible to the Sub-Inspector to carry out all functions concerning law and order, general crimes, traffic, prohibition, etc. The general public too will under this arrangement have a greater sense of safety and protection from the unsocial elements who are now responsible for the manufacture of illicit arrack and other prohibition offences. The combination of functions including the prohibition work, can make the policing work more effectve and satisfactory, because this may lead to a reduction in other crimes. Even as it is, the introduction of prohibition has reduced the crimes affecting persons in the prohibition districts as may be seen from Appendix No. 15.

Abolition of outposts recommended

66-A. It seems to us that in the process of rearrangement of police stations, the present outposts may be dispensed with because we were told that they were not serving any healthy purpose. On the contrary they seem to encourage inefficiency and corruption.

Decentralization of powers

66-B. Under the present system of administration, powers of appointment and punishments including dismissals are concentrated in higher officials. So much so the officials in the lower rank are not able to exercise proper control and command good discipline. Further disposals of these disciplinary cases are very protracted and delayed. Hence in order to make the administration efficient and effective, decentralization of powers is very necessary.

Possible savings under the recommendation

67. In support of our recommendation, we may reproduce below a statement showing the number of police stations, as they exist now and as may be reconstituted under our proposal in South Kanara. The statement has been drawn up by the District Superintendent of Police concerned. It may be seen from it that a reorganization of police stations, more or less on the lines recommended by us, would result in a saving to Government of about Rs. 2·5 lakhs as reported by him. In the same manner, the District Superintendent of Police, South Madura, has worked out a scheme of redistribution of police stations, more or less on the lines we contemplate and he has estimated the net savings at Rs. 0·99 lakh. We refer to these statements only by way of illustration. We have no doubt that the savings for the Province as a whole on the basis of our recommendations would be considerable.

South Kanara—Present strength of the Prohibition and general police staff and the proposed staff.

—	District officers.	Subdivision officers.	Circle officers.	Station officers.	Head constables.	Police constables.
Present strength of prohibition staff	1	3	6	41	42	402
Present strength of Police Executive staff ..	1	2	6	26	65	432
Total ..	2	5	12	67	107	834
Total required under integrated scheme as per details in the statement	1	4	12	45	97	599
Total to be abolished ..	1	1	..	22	10	235

South Kanara district—Police staff as proposed.

Subdivision.	Circle.	Station.	Outpost.	Strength. Circle Inspectors.	Strength. Sub-Inspectors.	Strength. Head constables.	Strength. Police constables.
Personal Assistant to District Superintendent of Police and Deputy Superintendent of Police, Mangalore.	Mangalore town.	Mangalore North ..	..	1	1	6	50
		Mangalore South ..	..	..	1	4	24
		Mangalore East ..	..	..	1	4	24
		Crime branch ..	..	..	2	4	8
	Coastal patrol.	..	..	1	4	4	16
Deputy Superintendent of Police, Puttur.	Mangalore rural.	Mangalore taluk ..	..	1	1	2	10
		Ullal	..	..	1	1	8
		Gurpur ..	..	..	1	1	8
		Suruthkal ..	..	..	1	1	8
	Buntwal ..	Buntwal ..	Mani ..	1	1	4	18
		Parangipet ..	..	..	1	1	8
		Belthangady ..	Charmady ..	..	1	3	24
		Uppinangadi ..	..	..	1	1	8
	Puttur ..	Puttur ..	..	1	1	2	20
		Bellary ..	..	..	1	1	8
		Golithattu ..	..	..	1	1	8
		Kadaba ..	Shiradi Subramania.	..	1	3	16
Deputy Superintendent of Police, Kasaragod.	Manjeshwar.	Manjeshwar ..	Anekal ..	1	1	2	12
		Kumbala ..	..	..	1	1	8
		Badiadka ..	..	..	1	1	8
		Vittal	..	..	1	1	8
	Kasaragod ..	Kasaragod ..	..	1	1	4	20
		Adhuru ..	..	..	1	1	8
		Sullia	Sampaje Guttigar ..	..	1	3	16
		Bekal	..	..	1	1	8
	Hosdrug ..	Hosdrug ..	Panathadi ..	1	1	3	16
		Chervathur ..	Trikarpur ..	..	1	3	26
		Chemini ..	..	..	1	2	22
		Nileshwar ..	..	..	1	1	8
Deputy Superintendent of Police, Udipi.	Karkal ..	Karkal ..	Ajekar ..	1	1	4	24
		Mudabidri ..	Naravi ..	..	1	2	14
		Manchakal ..	..	..	1	2	12
		Mulki .	..	..	1	1	10
	Udipi ..	Udipi town ..	..	1	1	3	24
		Udipi taluk ..	Hiriadka ..	..	1	2	12
		Hebri ..	Someshwar ..	..	1	2	12
		Brahmavar ..	Kokkarane.	..	1	2	12
	Coondapur ..	Coondapur ..	Gungoli ..	1	1	4	20
		Baindur ..	Shirur ..	..	1	2	12
		Kolluru ..	..	..	1	1	8
		Sankaranarayana ..	Hosangali ..	..	1	2	12
		District Intelligence Bureau ..		1	..	4	1
			Total ..	12	45	97	599

Extract from the Report of the District Superintendent of Police, South Kanara, Mangalore.

"The integrated scheme contemplates a strength of 1 District Superintendent of Police, 4 Subdivisional Officers, 12 Circle Inspectors, 45 Sub-Inspectors, 97 head constables and 599 police constables as against a present combined strength (prohibition and police, excluding Armed Reserve, Special Branch and Motor Vehicles Taxation Staff) of 2 District Officers, 5 Subdivisional Officers, 12 Circle Inspectors, 67 Sub-Inspectors, 107 head constables and 834 police constables, thus saving the salaries and dearness allowance of 1 District Officer, 1 Subdivisional Officer, 22 Sub-Inspectors, 10 head constables and 235 police constables. There will be an approximate net saving of

Rs. 2·5 lakhs per annum. The cost of the scheme is far less than the present combined cost of the police and prohibition staff in this district."

Extract from the District Superintendent of Police, South Madura.

"With the entrusting of the prohibition work with the regular police, the opening of one more Law and Order station for each circle will be necessary with a strength of 1 Sub-Inspector, 4 head constables and 12 police constables.

Thus the additional staff required and the cost thereof will be as follows :—

Proposed 5 Law and Order stations, 5 Sub-Inspectors, 20 head constables, 60 police constables.

	RS.
Pay—5 Sub-Inspectors at Rs. 80 + 18	490
1 Vacancy reserve Rs.	98
20 Head constables at Rs.40 + 18 + 2 + 6	1,320
60 Police constables at Rs. 30 + 16 + 2 + 4	3,120
Travelling allowance—	
6 Sub-Inspectors at average Rs. 55 ..	330
5 Stations Rs. 200	1,000
	6,358
Rent for 6 Sub-Inspectors at Rs. 23	138
Rent for 5 Stations at Rs. 25	125
Total ..	6,621

If the above proposals are given effect to the existing subdivision becomes much heavier and there would be the necessity for an additional subdivision to secure efficiency and better supervision. Hence the Deputy Superintendent of Police now in charge of prohibition may be retained as another Subdivisional Officer for this district, the existing five circles with the proposed additional Law and Order stations suitably allocated for 2 police subdivisions.

The total cost involved by employing the existing prohibition staff detailed in Statement B attached, comes to Rs. 15,833 and that now proposed will be Rs. 7,206 as detailed below :—

	RS.
Pay and allowances, rents etc., of the 5 Sub-Inspectors, 20 head constables and 60 police constables	6,621
Deputy Superintendent—Pay Rs. 275, D.A. Rs. 50 T.A. average Rs. 260	585
	7,206

It is also suggested that in view of the fact that the ministerial establishment for the prohibition will be taken away, it would be necessary to increase the existing staff of the District Police Office by one

upper division and 4 lower division clerks to cope with the increase of work pertaining to prohibition. The cost of the above increase of office establishment will be as follows :—

	RS.
1 Upper division clerk at Rs. 80 + 18 + 5.	103
4 Lower division clerks at Rs. 45 + 18 + 5.	272
	375

To summarise, the position will be as follows :—

Total cost of the prohibition establishment as at present sanctioned	15,833
Total cost	15,833
Cost involved on account of the proposed reorganisation now under reference (Rs. 7,206 + 375)	7,581
	8,252

Thus the savings for a month will be approximately Rs. 8,252 or Rs. 99,024 per annum.

Provision for employment in other Government departments of men now employed in the Excise department

Our recommendation involves the abolition of the separate staff, viz., District Prohibition Officers, Deputy Prohibition Officers, Assistant Prohibition Officers, Sub-Inspectors, petty officers, prohibition guards in the excise prohibition districts as well as Deputy Superintendents of Police (Prohibition), Circle Inspectors (Prohibition), head constables and constables in the police prohibition districts. Such of the members of the present prohibition enforcement staff as may be found suitable and competent, may be absorbed in the general police department which will need increased staff on account of an enhancement in the number of police stations. It has been represented that the members of the Excise department, who are now in the Prohibition department, may not be fit for the general police department unless they have had a special training. But it has been brought to our notice that a number of excise officers who were taken into general police department in 1937–38, when prohibition was first introduced have been found to be efficient police officers. We suggest that suitable training may be given to the excise officers selected for absorption in the Police department for about three months. We are of opinion that a longer training than this is unnecessary. Our recommendation applies not only to the Sub-Inspectors of Excise department, but also to other officers such as the Assistant Inspectors, Inspectors, Assistant Commissioners and others; they too may be given training suitable to their rank. We hasten to add that these officers should be placed, after having been absorbed in the police department in the corresponding police cadre according to

their seniority and made eligible for promotion and prospects along with the officers of the Police department. Such of those officers as may not be found quite suitable for active police work on account of their age, physical condition, etc., may be absorbed in the other departments like the Commercial taxes, Revenue, etc. They too may be given the same privileges in the respective departments in which they may be employed. Provision may be made for training, probation, etc., in such manner as the needs of the respective department justify.

Abolition of the Excise branch of the Board of Revenue recommended

68. Our recommendation involves ultimately the abolition of the Excise branch of the Board of Revenue. The posts of the Deputy Commissioner of Excise and the Deputy Commissioner of Prohibition (Enforcement) and the other officers attached to them and the subordinate staff may in proper time be abolished. We strongly recommend that Government may give effect to our main proposal as speedily as possible in order to ensure economy as well as efficiency.

Need for a reorganisation in the method of approach towards enforcement

69. From our enquiries it is also clear that in both the groups of districts the prohibition officers have not shown sufficient comprehension or brought to bear a proper outlook upon matters connected with enforcement; they have laid undue emphasis on detection rather than on prevention of prohibition crimes. The number of detections and raids and the feeling that the greater the number the greater the efficiency of the officers and the subordinate staff concerned, seem to have dominated the administration of Prohibition Act. We are afraid that the staff generally has not adopted a proper approach towards the problem of enforcement. Prohibition is a social and humane problem. It is difficult for the people who have long been accustomed to drink, to shake off their old habits; old habits die hard. The enforcement staff should have brought to bear upon their duties a psychological outlook which is essentially different from the one they have shown all along. It is far from our intention to suggest that they should not pay attention to detection or surprise raids. These are necessarily called for, but what we suggest is that a rather undue importance has been laid on detection. The emphasis should in our opinion, be shifted to prevention. We are convinced that unless there is a new orientation in the method of approach towards enforcement, the official machinery cannot expect, for any length of time, to achieve complete success in their endeavours. Whatever machinery may be finally decided upon as suitable for enforcement, we suggest that Government may impress on it the imperative need for that humane outlook and reorientation in the method of approach that we have attempted to set forth here. It is constant

vigilance, frequent visits to notorious centres of illicit distillation, intimate contact with villagers and leading men that can secure the objective, and there can be, we believe, no two opinions on the point that prevention is better than cure.

II Other Measures for Effective Enforcement

Breaches of the Prohibition Law. How carried out ?

70. We have been asked to examine to what extent there have been breaches of the Prohibition Act and ways and means by which these breaches have been carried out. Our study of this aspect of the matter has disclosed that there has been a considerable increase in prohibition offences of all categories in all the dry districts except in Coimbatore. We have got a statement compiled showing the extent of the breaches of the Prohibition Act and appended to our report (Appendix No. 5). There has been an allround increase in all categories of prohibition offences excepting those relating to toddy. Our enquiries disclosed that secretion of contraband is generally found in the open, forest areas, porambokes, river beds, tank bunds, etc. This makes the task of determining the ownership very difficult indeed; and equally difficult is the task of getting the offenders punished under such circumstances. Often times illicit distillation is carried on in the hills and other places already referred to above. The lukewarm attitude of the general public and the village officers and fear of retaliation by the culprits who are generally bad characters and the inability of the present prohibition enforcement staff to afford protection to informants make enforcement work very difficult and ineffective.

In certain areas illicit distillation has been made a lucrative commercial business. Some of the influential people invest capital, employ labour, manufacture arrack, and carry on regular trade. More often it happens that while the influential capitalist escapes punishment, his hireling is caught in the act of illicit distillation and punished. Under the existing prohibition law, prohibition crimes are bailable and the result is that when the offenders are let off on bail, they resort to illicit distillation again in order to find money for purposes of defence and other expenses. Delay in the disposal of prohibition cases has been having a demoralizing effect on the prohibition offenders. Smuggling of liquor and intoxicating drugs often takes place in areas adjoining the Indian States, Hyderabad, Mysore, Sandur, etc., and also the present wet districts in the province. We have already dealt with the question of re-organization of administrative machinery for more effective enforcement. In this and the following chapter we deal with other measures designed to tighten up enforcement.

Toddy

71. The consumption of toddy has almost entirely disappeared. But, even here abundant caution should be taken to prevent a revival of illicit tapping of toddy trees and manufacture of fermented

toddy under the guise of drawing sweet toddy for jaggery-making, specially in North Arcot and Salem districts in which 58 and 84 cases during the period from 1st October 1946 to 30th September 1947 respectively were reported. The staff in charge of societies for jaggery manufacture and the enforcement staff should be vigilant.

Arrack

72. Manufacture of illicit arrack has been taking place on a large scale. Generally the Lambadies, a few hill tribes and some people here and there, were engaged in this in the pre-prohibition days. We learn that now several others who were not aware of the methods previously, have in no time learnt the art and have been manufacturing illicit arrack. Since it has turned out to be a lucrative business, influential people are said to have invested money to get illicit arrack prepared in the neighbouring hills, forests river beds and other places which are not easily accessible. We may mention that in the village of Urichintala in Tadpatri taluk, it was brought to the notice of the Committee that about 500 maunds of jaggery were imported every month for this purpose and that 170 families out of 218 in the village were stated to be engaged in making illicit arrack. Curiously enough several of these families were not given to drink habit but seem to have undertaken this to secure profit. In several places where persons were booked for committing these offences, we are informed that the real culprits stayed behind, using their money and influence to protect their hirelings and maintain their families if they were convicted. It has been also brought to our notice that these offenders repeat the crimes on their release from imprisonment or while they are on bail.

As arrack can be manufactured by the use of inferior jaggery and other ingredients, a number of villages have become notorious centres of illicit distillation. A suggestion has been made that in order to prevent illicit manufacture of arrack, the supply of jaggery should be controlled. As jaggery is an important article of food its control would be difficult. But we learn that in several places, owing to poor soil conditions or for other reasons, an inferior sort of jaggery is produced and that this is unfit for human consumption. This is useful for making illicit arrack. The suggestion is that the agricultural department may take suitable measures to enable the grower to grow good type of cane and to produce good variety of jaggery fit for human consumption. We are not sure how far this suggestion can be acted upon. We suggest that the sale of jaggery in large quantities in centres notorious for the manufacture of illicit arrack should be carefully watched by the enforcement staff.

In the districts bordering the Indian States, the possibilities of smuggling liquor and drugs are great (vide Appendix No. 5). The difficulty on the Banganapalle-Kurnool area has now happily been overcome and we urge that prompt steps be taken to introduce prohibition in this area as well. We believe that the Sandur State will emulate Banganapalle and merge itself with this province. If

and when this happens, smuggling in that area can be brought under control in a large measure. It is gratifying to note that the Mysore State is taking steps to create a dry belt on our border. We suggest that Government may secure the co-operation of the Hyderabad State authorities for the effective prevention of smuggling.

Ganja and bhang

73. The real difficulty in preventing crimes relating to ganja and bhang is met within the areas bordering Mysore, Bombay and Hyderabad. These articles are easy to smuggle and carry. The following are the figures of smuggling in the eight districts from 1st October 1946 to 30th September 1947 :—

Anantapur	135	Chittoor	105
Bellary	187	North Arcot	6
Kurnool	..	Salem	44
Cuddapah	..	Coimbatore	5

Opium

74. Permits are being issued to the opium addicts in the dry districts. As it is easy to smuggle opium like ganja and bhang, it is also easy to foist false cases on innocent persons. The enforcement staff should make detailed investigation and make sure that the cases are genuine ones before charge-sheeting them.

We consider that in regard to the issue of opium permits to addicts, the quantity of opium may be reduced annually by 20 per cent and the issue completely stopped after a period of five years, by which time the addicts will have prepared themselves for absolute abstinence.

Foreign liquor—Issue of permits and prescriptions

75. Foreign liquor is consumed by the permit holders in the dry districts. These permits were formerly issued only by Government. The Commissioner of Excise and Prohibition has been subsequently invested with this power. The largest number of permit holders are found in Coimbatore and Salem districts, because of the concentration of the European planters in the Anamalais and Sheveroys. For the period from 1st October 1946 to 30th September 1947, the issue of foreign liquor permits is furnished below :—

Name of the district.	Number of permits issued.	Name of the district.	Number of permits issued.
Anantapur ..	12	Chittoor	9
Bellary ..	4	North Arcot ..	14
Kurnool ..	..	Salem	80
Cuddapah ..	1	Coimbatore ..	275

During our visit to Yercaud, one of the European planters told us that he was making use of only a fourth of the quantity of foreign liquor permitted to him each month and that he could altogether

dispense with liquor. But some of the European planters at Valparai stated that this drink was absolutely necessary, both for men and women.

As regards Indians including Anglo-Indians, Parsis and Jews, the Board of Revenue is authorized to grant permits subject to some conditions, viz., that no permits should ordinarily be issued to Indians including Anglo-Indians, Parsis and Jews who are below the age of 45 and that too only on production of medical certificate from a Government Medical Officer not below the rank of a Civil Surgeon specifying the particular ailment which necessitates the use of alcoholic drink and fixing the maximum issue to two units at a time and four units per mensem. The permit fee is Rs. 20 per annum.

We recommend that the issue of permits for consumption of foreign liquor may, completely so far as the Indians (including Anglo-Indians, Parsis and Jews) and domiciled Europeans are concerned be stopped, at least within a period of five years. We further recommend that the annual licence fee be fixed at Rs. 200.

As regards the necessity of alcohol in treatment of diseases, the Surgeon-General has stated :

"Withdrawal of alcoholic beverages from the habitues is not likely to be productive of any harmful effects in otherwise apparently healthy robust individuals; the only possible exception to this, is that sudden withdrawal may on occasions lead to the condition of delirium tremens in some of the old and debilitated individuals. Alcoholic beverages as such are not quite essential for treatment. The medical view, of late, is that alcohol, while it has its uses, is unnecessary and often harmful in the routine treatment of diseases."

We have received similar opinion from some doctors during our enquiry.

It would seem then that the use of alcohol is unnecessary and even harmful in the routine treatment of diseases. While this is the case, we regret to state that some medical practitioners have been issuing prescriptions for purchasing 2 oz. of brandy at a time without furnishing in the prescriptions issued the name and address of the patient or the nature of the ailment the patient is suffering from. We are afraid that this practice may tend to increase the drink habit among certain well-to-do classes under cover of medical advice. It is, therefore, necessary to take immediate steps to put an end to this practice. We recommend that Form II licences should be restricted only to the sale of medicated wines and similar preparations, and not to the sale of brandy. We further recommend that supply of brandy to the medical practitioners for their use in practice may be stopped.

Overall picture

76. It has already been noticed that toddy offences have almost disappeared except for some smuggling in a few border places. To this extent the poorer classes which were accustomed to take toddy have benefited and their social, economic and moral welfare has undergone a great improvement.

Public co-operation

77. Some of the officers have stated that adequate public co-operation is wanting and that lack of such co-operation is one of the obstacles that stand in the way of effective enforcement. But we are not sure how far the statement is correct. We have noticed during our tours, a good deal of public enthusiasm in favour of prohibition, both in rural and urban areas. The fact seems to be that this public enthusiasm and support have not been properly harnessed by the official machinery for effective enforcement. While the officers feel that the main cause for unsatisfactory enforcement is the lack of public co-operation and support, the general public seem to feel that the present state of affairs is due to the unsatisfactory set-up of the official machinery. We have received complaints that some of the members of the staff charged with enforcement work, do not evince genuine interest and are themselves addicted to drink. Secondly, the informants of prohibition offences do not feel that they are sufficiently protected against the culprits who are often unscrupulous rowdies. We have had occasion to notice the burning, by prohibition offenders heaped up corn stalks belonging to suspected informants in a village in Anantapur district. In another village in Bellary district, the village munsif who had given information to the authorities and got the prohibition offenders apprehended was afraid of his life and was unable to go to his village. Thirdly, complaints have also been made to us that some of the officials were either indifferent or delayed action on the information furnished by the public; in some instances leakage of information furnished by informants were also alleged. Fourthly, taluk and village prohibition committees contemplated under the Act have not yet been formed in many places; and where they have been formed, they are not actively functioning, because they have not been asked to meet regularly or headed by the officers concerned.

We feel that the existing state of affairs should not be allowed to continue. The successful working of prohibition depends upon the manner in which both officials and the general public pull together. No measure of social reform can be successfully worked without such mutual help and co-operation. We suggest that the officers in charge of the enforcement machinery should shake off their spirit of exclusiveness and take the public into confidence. They should regard prohibition as a co-operative endeavour, and establish greater contacts with leading men both in urban and rural areas. The main objective of the enforcement staff should, as we

have already stressed, be preventive rather than punitive; and if this objective is to be secured, they should enlist public support in a far greater measure than in the past.

We recognize that on the other side there is great responsibility cast on the public, Congress Committees and social service organizations and that they should actively co-operate with the official machinery in making the working of prohibition a success. The general public and the non-official organizations should equally shake off their old feelings of distrust and regard the Government officials as partners in the same enterprise. It is only through such mutual help can the public and the official machinery make prohibition a success. We have recommended in a subsequent chapter that a district propagandist should be employed to carry on more intensive propaganda and act as a liaison officer between the general public and the official machinery. We believe that he will be able to secure greater co-ordination of effort in prohibition work.

Constitution of Prohibition Committees for police station area and district

78. The present taluk committees are not found to be functioning effectively as the area is vast. Having a committee for each village will also import the local faction or favourtism and as such will do more harm than good. Hence we suggest that prohibition committees may be constituted for the area comprised in the jurisdiction of a police station as proposed to be revised for being consulted on matters relating to enforcement of prohibition. Members may be selected by the Revenue Divisional Officers to serve on such committees from amongst trustworthy, fair-minded and influential residents known for their enthusiasm for prohibition. They may help the enforcement staff in the matter of laying information and detection of prohibition offences in all possible ways.

Similarly prohibition committees may be constituted for every district consisting of the District Collector, District Superintendent of Police, M.L.As. and M.L.Cs., District Forest Officer, Presidents of District Boards and Co-operative Central Banks of the district and such other influential persons of the district, chosen from among the members of the committees attached to the police stations otherwise called Station-house Committees. The proposed District Propaganda Officer will be the secretary to this committee. These committees may then and there suggest suitable methods for the better enforcement of prohibition with reference to the local conditions prevailing at the time and may prove useful to the enforcement staff.

These committees should generally meet once a month. Besides helping the enforcement work, the district committee must be provided with necessary facilities for carrying on propaganda as well.

Role of the members of the legal profession

79. A suggestion has been made to us that the cause of prohibition can be served better if members of the legal profession refrain from defending persons who they have grounds to believe have committed prohibition offences. Their point is that while it would be legitimate for the lawyers to defend such persons whom they believe to be innocent, they would be promoting the cause of prohibition if they plainly tell the prohibition offenders that they would not defend them as it would constitute a definite disservice to society. We are not sure how far this suggestion is practicable. We, however, make mention of this suggestion so that this might be communicated to the Bar Councils all over the Province for such action as they may deem fit to take in the circumstances and they may utilize their good offices for the promotion of the cause of prohibition.

Village officers and menials

80. The village officers have a vital part to play in the prohibition work. They are generally influential persons but from the evidence that we have received they do not appear in a majority of cases to give their full co-operation to the enforcement staff, though there are some notable exceptions. It is true that in some villages it is difficult for the village officers to furnish information regarding prohibition offences, particularly illicit manufacture of arrack. The culprits are usually unscrupulous goondas who threaten the informants with reprisals. In such places we suggest that village officers must be given sufficient protection.

But in the majority of villages the village officers and menials do not take active interest in the matter of enforcement. Illicit distillation cannot be carried on in villages without the knowledge of village officers and menials. In fact, instances have been brought to our notice where village officers were stated to have indirectly helped the accused when they were brought to book. We recommend that in all cases of apathy and dereliction of duty the village officers and menials should be severely dealt with even by suspension and dismissal wherever necessary.

Secondly, we recommend that it should be made obligatory on village officers to maintain a register of all ex-addicts, ex-tappers, illicit distillers and others who otherwise encourage prohibition crimes and to submit monthly confidential reports to the enforcement officer in their area. We append a form of the register to be maintained by the village officers (Appendix 18). Thirdly, we recommend that the village officers must be made responsible for reporting prohibition offences committed in poramboke or Government waste lands, etc. They should instruct the village menials to keep a watch over such areas, and they should act promptly when the menials bring suspected cases of prohibition offences to their notice.

Role of Forest Officers in the enforcement

81. There is a special responsibility cast on the forest officers in so far as prevention of illicit manufacture of arrack in reserve forest areas is concerned. Under the existing arrangements, forest officers not below the rank of rangers are empowered to act as prohibition officers for purposes of sections 27 to 33 and 35 to 51. To deal with prohibition crimes which take place in the reserve forest areas and in the enclosures within such areas, forest guards and foresters are treated as prohibition officers for purposes of sections 32, 33, 35, 36, 37 and 51 of the Prohibition Act. But we are afraid from what we have been able to gather during our enquiry that the subordinate staff of the Forest department has done hardly anything in the matter of detection of prohibition crimes in the forest areas. Prohibition offences, especially the manufacture of illicit arrack, have been taking place on a fairly large scale in the forest areas and are detected almost entirely by the prohibition staff. It is rather strange that such crimes should have been detected by the prohibition staff instead of the forest officers who have been entrusted with the necessary powers. We have been told of an instance where a forest guard was one of those arrested for abetment of several prohibition offences in Cuddapah district. This state of affairs is, to say the least, most unsatisfactory. The conclusion has been forced on us that the forest officers of different categories already described are not either aware of the powers vested in them under the Prohibition Act or do not take serious notice of prohibition crimes committed in the forest areas. It is very necessary that the Chief Conservator of Forests should impress on the District Forest Officers and the subordinate staff their duty in matters of detection and prevention of prohibition offences. They must be fold that severe disciplinary action will be taken for failure to carry out their obligations under the Prohibition Act. If in any case the prohibition staff detect prohibition offences in the forest areas, it should be considered as a serious reflection upon the competence and ability on the forest subordinate staff concerned and the forest officers should not hesitate to deal with them in the most drastic manner. If the forest officers and their subordinate staff do their best in the matter of enforcement, at least so far as the forest areas are concerned, to that extent it will be a great relief to the regular prohibition enforcement staff who can concentrate their efforts on non-forest areas. We also recommend that the Chief Conservator of Forests should instruct the District Forest Officers to send a monthly report on the work done by the forest subordinate staff in all matters connected with prohibition in the forest areas, a copy being furnished to the District Prohibition Enforcement Officer concerned. The Chief Conservator of Forests may also be asked to send a quarterly report to Government and to the Inspector-General of Police, who, under our proposals, will be in entire charge of prohibition work.

Co-operation of other officers of Government

82. We have not seen much evidence of a realization on the part of officers of other departments of Government that prohibition is a measure of social reform affecting all sections of the community, official as well as non-official. It is true that in certain areas officers of the Revenue and other departments have extended their help to the prohibition enforcement staff in the matter of detection of prohibition offences. This is indeed very rare. Under the present popular Government it is essential that all the departments of Government and their officers of all ranks should take a more enlightened view of their duties and responsibilities and to bring to bear on matters of administration a far broader outlook. All of them must feel that they are the real servants of the people and each one of them has a part to play in all measures of social welfare. The tendency on the part of each department and its officers to work in their own groove and not to concern themselves in other activities of Government calculated to promote common good is one which should be deprecated. We suggest that Government should impress on all heads of departments that they should instruct all their subordinate officers to take a lively interest in measures of social reform such as prohibition initiated by Government and offer their full co-operation and support to the enforcement staff in all matters connected with prohibition. The good services of the staff of other departments in this direction may be suitably recognized and rewarded.

Need for deterrent punishments

83. We notice a feeling in several quarters that the prohibition offenders are treated rather leniently, and this circumstance is given as one of the reasons for an increase in prohibition offences. We are informed that persons who were convicted for illicit manufacture of arrack, etc., repeat the same offences after release. We do recognize that the sentences should be commensurate with the gravity of the offences. But at the same time, the object of penalizing prohibition offences should be adequately served. In our opinion the punishment must be deterrent. The offender should not be allowed to get away lightly and to repeat the offence. The punishment should act as a deterrent and infuse sufficient fear amongst the offenders.

Prohibition offences to be made non-bailable

84. Another suggestion made both by officials and non-officials is that generally prohibition offences should be made non-bailable. Persons involved in illicit manufacture of arrack, and sale, when they are let on bail, are often found to commit the same offences in order to make some money for meeting the expenses connected with the defence of their cases. At the same time sufficient precaution must be taken to protect people from needless harassment and from the possibility of cases being foisted. It has been,

therefore, suggested that all prohibition offences excepting drunkenness and possession of small quantities of liquor or drug should be made non-bailable. We support this suggestion and recommend that suitable provision may be made in the Prohibition Act. We refer to this again when we make recommendations to amend the Act. If prohibition offences are made non-bailable in the manner suggested, then section 59 of the Code of Criminal Procedure may be availed of by any private person to arrest such an offender and to hand him over to the police.

Employment of prohibition prisoners in project works

85. There is a feeling that the services of the prohibition prisoners should be better utilized in works like irrigation projects. We are glad to learn that the Government are already moving in this direction. In this connection we suggest that these prisoners should be allotted the usual wages and after their maintenance charges are met, balances, if any from their earnings, may be sent to their families.

Need for minimizing delays in disposal of prohibition cases

86. We have received a good many representations from both officials and non-officials about the delay involved in the disposal of the prohibition cases. The Enforcement officers have stated that much of their time which should have more profitably been employed for detection, raids, etc., has been taken up for attending courts to prosecute cases for several days in a month. We may mention that, for instance, in Cuddapah district, as against 2,777 cases charg-sheeted from 1st October 1946 to 30th September 1947, 1,770 cases were pending disposal in the courts on 1st October 1947. Again, in Kurnool district, as against 2,086 cases charge-sheeted during the same period, 1,511 cases were pending disposal on 1st October 1947. We have noticed considerable dissatisfaction on the part of all concerned with these delays. It has been suggested that in order to quicken the process of disposal, summary trials may be made applicable to prohibition cases in place of the procedure now in vogue. But we are not convinced of the desirability of such procedure in consideration of the severe sentences prescribed for prohibition offences. Moreover, in faction-ridden villages a summary procedure may render the foisting of false cases possible and innocent persons may be brought into trouble.

Need for additional First-class Magistrates

87. A suggestion made for our consideration for the quick disposal of prohibition cases is that Special First-class Magistrates may be appointed. Now that Government have removed most of the controls, we think that cases relating to black-marketing and similar offences should have substantially gone down in number and that the present additional First-class Magistrates should now be in a position to cope with the work and dispose of the cases

expeditiously. We recommend that, wherever necessary, some additional First-class Magistrates may be appointed in prohibition districts where the pendency of prohibition cases is large. We recommend further that as many of the prohibition sentences and fines are beyond the jurisdiction of Second-class Magistrates, it is necessary that such offences should be tried by the First-class Magistrates.

Cases of drunkenness—Facilities for prosecution

88. The Government have recently directed that any person found in a state of intoxication in any public place or any person not having been permitted to consume any liquor or intoxicating drug, in pursuance of the Prohibition Act, is found in a state of intoxication in any private place is liable to be punished with imprisonment which may extend to six months or with fine which may extend to one thousand rupees or with both. The Surgeon-General to the Government of Madras when consulted has stated that the following signs taken collectively may help one to guess whether a person who is otherwise healthy is drunk or not :—

(1) Smell of liquor in the breath.

(2) Redness of eyes.

(3) Thickness of speech.

(4) Irregularity in behaviour such as insolence, abusive language, excitement or sullenness.

The Government have laid that in all the cases of drunkenness, a medical certificate should be obtained for launching prosecutions. This arrangement is unworkable in rural areas where there are no doctors. In the case of certain interior villages there may be no possibility to get at a doctor even though one travels several miles. To enforce prohibition effectively in such villages also, we suggest that a panel of persons not less than ten in number in each village may be selected from fair-minded, trustworthy and influential residents by the Revenue Divisional Officer. Such lists will be furnished both to the Station-house officer and the village officer concerned. If any person is apprehended of having consumed liquor, a statement of the symptoms as per the opinion of the Surgeon-General made by any two persons from the list referred to should be considered as valid evidence to prove the offence. The above course will facilitate the effective tackling of cases of drunkenness.

Other suggestions

89. We have received some more suggestions for the more satisfactory and effective enforcement of prohibition law. The suggestions relate to—

(*a*) Imposition of collective fines on residents of villages where co-operation is not forthcoming to deal with prohibition offenders.

(*b*) Stationing of punitive police in villages where goonda elements dominate and where the efforts of villagers to deal with them are not effective.

(*c*) Detention of rowdies and goondas connected with the manufacture and sale of, or trade in, illicit liquor or intoxicating drugs.

(*d*) Institution of security proceedings in necessary cases.

(*e*) Enhancement of penalties for certain prohibition offences.

(*f*) Infliction of enhanced punishment on old offenders.

We have suggested suitable legislative provision to give effect to these in the chapter relating to the amendments to the Prohibition Act.

We have also received a number of other suggestions such as branding of prohibition offenders, externment of such offenders, confiscation of their properties, etc. We cannot, support these suggestions, because they savour of barbarism and are unwarranted.

III Prohibition—Matters concerning Legislation

Enhanced penalties for certain class of offences

90. Enforcement of prohibition to be effective should not only depend upon the co-operation and support of the public but also on the rigour with which delinquents can be apprehended and punished adequately. While an innocent person should not suffer, it is but necessary that no offender should be allowed to go scot-free, for often an undetected act and an unpunished crime are apt to increase the repetition of crimes. On an examination of the provisions for penalties contained in the Madras Prohibition Act in relation to their effect on the offenders, we have reason to believe that the punishments provided for in the case of offences falling under section 4 (1) (*a*), (*c*), (*d*), (*e*) and (*j*) are rather lenient and they, therefore, consider that in respect of the crimes falling under these clauses a term of imprisonment for one year and a fine of Rs. 2,000 would meet the ends of justice. But, however, we would point out that in respect of an offence of possession of liquor alone the lenient punishment specified in sub-clause (2) of clause 1 of section 4 may be retained.

Drunkenness as an offence—Scope

91. The provision made by the Madras Prohibition (Amendment) Act, 1947, for punishing persons found in a state of intoxication is a step in the right direction. But in practice the hardship caused by reason of fixing the state of intoxication in a person is not insurmountable. Further it is not the state of intoxication in any public place by a person permitted to drink nor that state of the person in a private place when not permitted to drink should constitute the offence, but in every case where liquor is found to have been consumed by a person in the prohibited area,

it should be made an offence and punished under section 4-A of the Madras Prohibition Act.

Foisted cases

92. We had occasion to learn that instances of 'foisted cases' are not wanting. These cases only illustrate the extent to which innocent men are made to suffer by the cruel acts of designing individuals. These cases require to be put down with a strong hand and the culprits brought to book, for otherwise it would be a slur on the body politic to allow these miscreants to use the machinery of law to wreak private vengeance. With a view to protect the public against harassment of this kind power to stop proceedings in genuinely foisted cases should be vested in the appropriate authorities.

Tender of pardon to approver

93. A true and exact account of the happenings of the crimes can be had from the accomplices only. In many cases the necessary proof is not available and cannot be had as there is no provision for any one of the conspirators to divulge the truth even if he is inclined to do so. As such, a provision to administer pardon to an accused who turns an approver will help, to investigate and prove the offences effectively.

Execution of bonds for certain classes of offences

94. More often and commonly the second and subsequent offences are committed by the old offenders. Successive punishments cause suffering but cannot operate to prevent the offences. As a method by which to prevent the repetition of offences and to enforce abstention from the commission of offences, we are of the opinion that whenever any person is convicted of an offence punishable under sections 4, 5 or 7 he should also be made to execute a bond somewhat proportionate to his means with or without sureties for a period not exceeding three years as the magistrate convicting him may direct. Further in the case of habitual offenders and in the case of attempts to commit or abet the commission of offences punishable under the said sections, investing the magistrates with necessary powers for demanding security would be salutary. The case of minors may also be appropriately dealt with so as to make the guardians liable for their conduct.

Punishment of old offenders

95. In the case of punishment of offenders with previous convictions under the said sections they require to be dealt with by the imposition of twice the punishment which might be awarded on a first conviction.

Enhanced penalty for certain offences

96. In cases of punishments for offences not otherwise provided for specifically in the Act and dealt with under section 11 a severe

fine which may extend up to Rs. 500 would be called for as the limit of Rs. 200 specified under section 11 is not sufficiently deterrent. A social reform of an evil which has taken root, within a specified time, cannot be easily made a success unless the offender is also socially stigmatized. A person who distills or traffics in liquor is found in practice not to desist from it even during the period of bail when he is undergoing his trial. Further keeping the man at large has been found as in many similar cases to render investigation of the cases impracticable. For these reasons the Committee is of opinion that the offences under the Madras Prohibition Act should be cognizable and non-bailable. But however in the case of drunkenness and possession of small quantities of liquor or drug the offences should be bailable.

Levy of collective fines—Stationing of punitive police

97. The sense of security and social responsibility could well be requisitioned in the service of prohibition only if the persons of the locality or of the community could be at least made not to connive with or tolerate an offender against prohibition. Often times the evasion or nullification of the provisions of the Prohibition Act in an area is as a result of the persons in the area being concerned in it, or abetting the commission of an offence. Also the offenders are harboured by these persons. In many cases these persons of the locality fail to render the assistance in their power to discover or apprehend the offender or offenders. At times material evidence is suppressed. We therefore consider that the levy of collective fines would bring home to the inhabitants of such area the necessity to mobilize public opinion against the offenders. In cases where the conduct of the inhabitants of any area or any class or section of the inhabitants is calculated to impede the progress of prohibition or affect the enforcement of prohibition it may also be expedient to station punitive police and to apportion the cost of it among the inhabitants with such safeguards as to protect the persons not concerned in it.

Detention

98. It is not uncommon that the traffic in liquor is indulged in for making gains or for gaining power by capitalists and by influential persons. If it is not for their support and the encouragement given by them the offenders will not be a permanent class against whom the force of law will have to be directed. In these cases seldom is evidence to be found to directly implicate these persons. But among the factors to relieve the state of affairs, we consider that their removal from the scene would improve the conditions and render the task of enforcement of prohibition easy. We consider that one of the effective steps to uproot this rot is to detain the habitual offenders and their abettors, of course, subject to well-founded apprehension and existence of reasonable grounds.

Special Magistracy

99. The work connected with the trial of offenders will not only grow but will call for expeditious despatch. To prevent long delays and to promote speedy justice the appointment of Special First-class Magistrates to try cases falling under the Prohibition Act would be necessary and desirable.

Public conveyances carrying drunken persons—Cancellation of permits or licences

99-A. Permits or licences in respect of buses, ferry-boats, jutkas and other public conveyances which are found to carry persons who have consumed liquor and are under the influence thereof should be made liable for cancellation.

CHAPTER VI

I Ameliorative Work (Descriptive)

Origin

100. We now set out to describe briefly the ameliorative work as designed at present in the prohibition districts. When prohition was introduced in Salem district in October 1937, a Special Development Officer Mr. (now Rao Bahadur) J. C. Ryan, was appointed to attend to this work. He carried on this work single handed and later on he had the assistance of one or two physical training instructors. The Revenue department as a whole rendered all help. This arrangement continued even after prohibition programme was dropped by the Adviser Government. With the re-introduction of prohibition in Chittoor, North Arcot, Salem, Coimbatore, Anantapur, Bellary, Kurnool and Cuddapah districts from 1st October 1946, a special staff involving fairly heavy expenditure was appointed to carry out the ameliorative programme. A similar staff was also appointed in the additional eight districts in which prohibition was introduced from 1st October 1947.

Objects of ameliorative work

101. Government have emphasized the importance of ameliorative work in all the prohibition districts. The enforcement of prohibition involves the changing of the habits of the people who are addicted to drink. For the success of this reform propaganda and ameliorative work among the ex-addicts are as important as the prevention of offences and punishment of offenders under the prohibition law. In order, therefore, to ensure an easy and smooth change-over, Government have introduced ameliorative measures alongside of the enforcement of prohibition. The need for and the justification of ameliorative work is thus obvious. We

briefly indicate below the objects and the general lines of organization of ameliorative work. The main objects are—

(a) To provide counter-attractions to drink with a view to enable the addicts to forget their old habits and thereby counteract their hidden predisposition to break the law;

(b) to promote the moral, economic and social condition of the people through formulation and execution of schemes of rural uplift; and

(c) to find alternative employment for ex-toddy tappers, etc.

The official agency entrusted with this work consists of the following officers in each of the prohibition districts :—

(a) A Special Development Officer;

(b) Assistant Development Officers, one for every Revenue Division;

(c) Rural Recreation Officers, one for every taluk;

(d) Village guides, one for every taluk; and

(e) Ballad singers, one for every revenue division.

Besides special staff of co-operative societies of Senior Inspectors at the rate of one for every 15 societies is sanctioned to organize and supervise the jaggery manufacturing co-operative societies.

Machinery for carrying out the programme of ameliorative work

102. The ameliorative work has been entrusted to the Revenue Department and the Special Development Officer's function as Personal Assistants to the Collectors. The Assistant Development Officers are attached to the Revenue Divisional Officers under whose supervision and guidance they are expected to carry on their work. The general control, supervision and direction of ameliorative work are in the hands of the Commissioner of Excise and Prohibition (who is one of the members of the Board of Revenue), and he is assisted by a Deputy Commissioner (who is a Joint Registrar of Co-operative Societies). The Special Development Officers are appointed from among the Deputy Registrars of Co-operative Societies. Co-operative Sub-Registrars and Deputy Tahsildars are appointed as Assistant Development Officers.

We understand that the principal reason for entrusting ameliorative work to the Revenue Department is that with its large district wide staff and considerable influence which it commands in the official as well as the non-official world, it is most competent to help to promote the organization and progress of ameliorative work in its wider setting which includes rural uplift as well. Ameliorative work in the sense of general rural uplift and village improvement is however very vast. A number of departments of Government as well as private and quasi-public organizations are interested or engaged as promotional agencies

in this very wide field of rural reconstruction. The officers of the Revenue Department have a large variety of duties to perform. And it is not desirable to concentrate all such activity having very wide scope in one department alone which is already over-worked. We will revert to this subject when we make our recommendations.

Nature and variety of ameliorative work

103. The Special and Assistant Development Officers are intended to promote rural recreational activities and organize counter-attractions to drink, with the help of Rural Recreation Officers, village guides and ballad singers. They promote the formation of gramasangams or village uplift committees. The special staff is intended also to take steps for the provision of alternative employment to tappers by forming co-operative societies. The progress made in the ameliorative work is being reviewed from month to month by Government. We indicate below the broad lines on which ameliorative work is carried on in the prohibition districts.

Arrangements have been made to provide ex-addicts substitute drinks such as tea, buttermilk, etc., in or near the places where toddy shops were located in the pre-prohibition period. This has not however been appreciated neither by the addicts nor by the people. This has proved nothing but a huge waste.

The most effective counter-attractions to drink have taken the form of rural sports, games, folk dances, harikathas, kalashepams, etc. These are intended to divert the minds of the ex-addicts and to provide recreative facilities to the village folk. Both professionals and amateurs take part in the folk dances. There has been a very good start for such activities originally in Salem district owing to the great enthusiasm displayed by the then Collector of the district (Mr. A. F. W. Dixon, I.C.S.) but they became a stale affair when such special interest was lost.

Rural recreation officers who have been trained in games and rural uplift work in the Y.M.C.A. College of Physical Education assisted by village guides, are to organize rural recreation clubs, teach new games and sports to villagers and rouse popular interest in such activities in the countryside.

The ballad singers are intended to provide entertainment to the people, teach them community songs and train amateurs in street dramas wherever facilities exist. Propaganda vans equipped with cinema outfit and gramaphone records are also pressed into service. Community radio receiver sets have been installed here and there by local bodies and private institutions in the prohibition districts.

The more constructive side of ameliorative work is represented by other activities. Thrift is said to have been promoted among

ex-addicts. Ex-addicts are encouraged along with others to lay by their savings. Thrift days are celebrated by select co-operative societies and the villagers asked to invest their savings in societies or National Savings Certificates.

Grama sangams

104. Grama sangams are intended to promote the economic well-being of the village community. Village officers are generally associated with them. They are expected to organize rural recreation and uplift activities, attend to village sanitation, street cleaning and lighting, village communications, promote agriculture and cattle-breeding, etc. But they cannot be said to have done justice to the work except in a few places.

Rural uplift schools are being conducted from time to time in select centres in the prohibition districts for training young men in rural work for a month. The officers of the Nation-building department attend the schools and impart instruction to the young men. The latter are expected to be useful village guides and establish liaison between the village folk on the one hand and the departments of Government on the other. But in actual practice it has not made much of headway as further work did not receive sufficient encouragement, and the guides were not able to exert proper influence.

Employment to ex-tappers

105. It has been the intention of Government to explore the possibilities of absorbing in alternative occupations the tappers thrown out of employment consequent on the introduction of prohibition. Generally speaking, most of the tappers have adjusted themselves to the changed conditions. Many of them have taken to agricultural or other work. Some of them have migrated to the neighbouring wet districts or Indian States. The general position seems to be that except in a few districts like Malabar and South Kanara, the problem of unemployment of ex-tappers does not exist in any serious form or measure. Government have permitted the tapping of sweet juice from palmyra trees for the preparation of jaggery. Jaggery co-operative societies have been formed to help the tappers to manufacture jaggery and to arrange for its sale to their best advantage. Free services of the Co-operative Inspectors have been provided for the supervision and running of these societies. Permission has also been accorded for the tapping of sweet juice from coconut trees in Malabar and South Kanara and co-operative societies have been formed for the benefit of the ex-tappers. The position even in these two districts has eased to a considerable extent. Some of the ex-tappers have been admitted in co-operative milk supply societies and given loans for the purchase of milch cattle. Wherever facilities exist, tappers were admitted in co-operative

land colonization societies. A statement showing the number of co-operative societies formed exclusively or primarily for ex-tappers is appended to this chapter. A few societies have been formed for ex-addicts also. The statement appended shows such societies.

Ameliorative work as we saw

106. During our tours generally we did not see much evidence of these activities. We saw a Rural Uplift School at Hospet in Bellary district. In Cuddapah district we saw a ballad singer engaged in teaching ballad songs. He was talented and was able to compose songs and sing them in an impressive manner, but here too, there was not much of tangible result in making people sing.

In the Chittoor district

107. Some activity was visible in Chittoor district. We visited a gathering at Pakala, another at Vempalli where people evinced interest by participating in the day's function. A drama was staged by the girls and boys. A school teacher was found to take interest in the latter place and we wish that his example be followed in other places as well.

Efforts were found to have been made to provide suitable means of living to the tappers at Valasapalli and at Kasirala.

Valakalanatham Colony in North Arcot district

108. In the North Arcot district an important institution that we came across was the Valakalanatham Colony started even as early as 1937–38 when prohibition was first introduced. It is only like any other colony where people come together of their own accord, organize and make their own living. There was nothing to show that Governmental guidance and help were behind it There are a Co-operative Senior Inspector and an agricultural maistri specially to take care of the colony and to turn out some useful work. But, unfortunately, they do not seem to have done anything. Care has not been taken even to build the houses in an orderly manner with a proper lay-out and plan. The sanitation of the place leaves much to be desired. People deposit heaps of manure close to their dwellings and keep hayricks just in front of their houses. The worst feature is that for the use of about 50 to 60 houses, there are three drinking water wells and enquiry shows that one is intended for the use of the caste Hindus, another for 'Malas' (one sect of the Harijans) and the third for 'Madigas' (another sect of the Harijans). This method of perpetuating caste and sub-caste distinctions in a colony started by Government deserves to be strongly deprecated. Even in the matter of adoption of the improved methods of agriculture, the colonists do not appear to have made much headway. Three wells have been sunk

and they are incomplete. It should have been possible to bring about some substantial production of vegetables. But we noticed that the Inspector and the maistri had not evinced any interest. The Inspector is stated to be living at Tiruppattur and visiting the colony from there off and on even though a separate house was built for his use. Even this building constructed at Government cost is not well-planned. We feel that the expenditure incurred on the staff cannot be said to have produced useful results. The amount on the staff could have been better utilized for the grant of subsidies to those tapper families. One redeeming feature, however, is that a subsidiary occupation of mat-weaving has been started. But it does not seem to have been organized properly. The colonists would have done well if they had constructed a work-shed or at least fixed their looms under the shade at a convenient spot at the entrance to the colony abutting the road and carried out their work collectively.

Colonies should provide means of living and serve as models for living under healthy and hygienic conditions. It should have been the look out of the officers concerned to make these model ones.

Haganaikal colony

109. In Salem district we paid a visit to the tappers' colony at Oddapatti, near Ottamalai-Haganaikal in Dharmapuri taluk. There too, we did not find a well-thought out plan of work. The tappers who have settled there have purchased some cattle with the help of the co-operative society. They are now in a position to own some heads of cattle. The colonists are cultivating the land but they have not been provided with irrigation facilities. The Cauvery is running close by and the soil is very fertile. If only the co-operative society had been helped to sink wells or to have a pumping set to provide water to the lands from the Cauvery, there would have been a good yield of various kinds of useful crops. This is also necessary in the interests of the 'Grow More Food Campaign.' We wonder why the authorities concerned have not taken up the work on these lines.

A representation was made to us by the colonists that wild animals including elephants used to come and destroy the crops and that they required protection by the grant of licences to own guns. This request is quite legitimate and should be complied with. The colonists have not been provided with other subsidiary occupations. They feel inclined to take to fishing, producing charcoal, etc., and they must be provided with necessary facilities for this purpose.

At Konganapuram

110. Some recreative activities have been taking place at Konganapuram. A band of youths were found to have been

evincing some interest; they won trophies in their district tournaments. They put up a show on the occasion of our visit and it was quite good and interesting. The tappers co-operative societies in these areas sold palmyra jaggery through the co-operative marketing society valued at nearly a lakh and half of rupees in 1945–46. The societies have been of considerable advantage to the tappers.

Other activities in Salem district

111. Activities connected with the road-making, construction of parks, playgrounds, libraries, etc., were put through by the then Collector (Mr. A. F. W. Dixon) and the Special Development Officer Mr. (now Rao Bahadur) J. C. Ryan with the active co-operation of the local bodies, particularly the district board, as well as the public. The then District Board President, Sri K. A. Nachiyappa Gounder, M.L.A., induced the people in a number of places to construct school buildings, and operation theatres and wards in dispensaries through local efforts. But this has not been pursued with the same vigour now. The present progress in these directions cannot be said to be quite satisfactory.

In Coimbatore district

112. Good results have been achieved in Coimbatore district on the ameliorative side. The Collector (Mr. F. W. A. Morris, I.C.S.) is taking keen interest. He visits the villages and hamlets and comes into direct contact with the villagers. The enthusiasm of the villagers has been harnessed for the construction of roads, school buildings, digging of wells, organization of reading rooms, night and day schools and installation of radios. Some villagers constructed latrines, opened parks and first-aid centres and provided lighting facilities through people's own efforts. The personal interest and enthusiasm of the District Colletor have been largely responsible for this progress and the Special Development Officer and Assistant Development Officers have taken keen interest in this work. We have had occasions to see a few school buildings, roads, radios put up in some places and we think that the people as well as the officers concerned really deserve congratulations on their good work.

II Ameliorative Work (recommendation)

General observations on the present arrangements for ameliorative work

113. We have said sufficient to show the nature and variety of ameliorative work that has been undertaken in the prohibition districts. We have also indicated that principally two promotional agencies, viz., co-operative societies and grama sangams have been sought to be utilized for the execution of the programme of ameliorative work. It is true that co-operative societies have been of some help to ex-addicts and ex-tappers. If co-operative societies for suitable cottage industries, etc., are organized in the Prohibition

districts, they may prove to be of service not only to the ex-addicts and ex-tappers but also to the community as a whole. During our tours we were able to see some work done through co-operative endeavour; we cannot speak, with the same degree of confidence or satisfaction of the work of grama sangams. We are told that there are over 7,000 such sangams in all the Prohibition districts. As to how far they have proved to be live centres or agencies of useful rural uplift work, we have our own misgivings, and we are supported in our view by what we observed and were told during our tours. Grama sangams are not registered associations; they do not have corporate or legal existence. They are expected to construct buildings to serve as community centres, open reading rooms, set up radio sets, provide street lighting and public latrines, run adult education centres, etc. Most of the sangams exist only in name. We are afraid that they have not achieved even a fraction of what they are expected to do to promote rural uplift. As may be seen from what we have stated, they are expected to perform duties with which village panchayats are entrusted. But the difference between these two types of organizations is that while the grama sangam is not a corporate body and has, therefore, no legal existence, the village panchayat is a legal entity which is charged with certain duties and invested with powers for carrying out its duties. They have funds or they are provided with funds for the execution of works designed to improve the villages. We are aware that Government contemplate to undertake legislation with a view to make the village panchayats powerful, autonomous bodies, and to enable them to function as real, effective agencies for the promotion of the socio-economic interests of the village community. In view of such legislation and of the greater suitability and competence of village panchayats and we may add, co-operative societies to undertake rural uplift work, there is hardly justification for the existence or setting up of grama sangams in prohibition districts. Moreover, the concept of ameliorative work has rightly acquired far wider meaning than before. It is now synonymous with general village improvement or rural uplift and it is no longer confined to a small group of ex-tappers or ex-addicts who constitute a very, very small proportion of the population; the whole village community is being sought to be brought into the beneficient influence of ameliorative work. In this wider setting, the work needs to be organized and carried on, on a permanent basis and this naturally requires a reo·ganiz·tion of the administrative machinery. We intend making separate proposals for integrated rural development work and indicate the nature of the administrative machinery and agencies which may, in our opinion, be entrusted with this work.

Promotional agencies

(*a*) *Village panchayats*

114. For purposes of effective ameliorative work in its comprehensive form, we suggest that villages may be grouped into compact

units both for economic and administrative purposes. A village panchayat under the Local Boards Act and a co-operative society under the Co-operative Societies Act may be formed for each unit or group of villages. These two will constitute the promotional agencies for planning and executing all rural work designed to improve the socio-economic condition of the people, while the village panchayat may be charged with the civic and recreative activities, the co-operative society formed on a multi-purpose basis will have to attend to the economic interests of the villagers concerned.

It will be the duty of the village panchayat, to undertake the construction of roads and school buildings, to provide lighting, sanitation, water-supply, tree planting, etc., in addition, it will take steps to provide other amenities such as reading rooms, libraries, parks, radio sets, play-grounds, etc. In fact the responsibility to provide all these amenities is enjoined on the panchayats under the existing Local Boards Act. The District and Assistant Panchayat Officers should guide, advise and direct the panchayats under the general supervision and control of the Collector of the district. The Assistant Panchayat Officers may be given special training in the Y.M.C.A. College of Physical Education so that they may be in a position to guide the village panchayats in their recreational activities as well. We are aware that Government have under contemplation legislation for reorganizing the village panchayats, on a strong footing. We presume that the Collector will, under this legislation, be vested with necessary powers so that he may bring to bear on the working of these panchayats his influence and see that they really fulfil their objects. It is common knowledge that the present working of village panchayats is not very satisfactory. But we hope that under the new dispensation, the state of affairs will considerably improve and with a general consciousness on the part of villagers and spread of adult education, Village Panchayats will enter a new era of autonomy and progress. We expect that a statutory body like the village panchayat invested with necessary powers and responsibilities, will prove to be under the beneficient control of Government an effective agency of village administration and civic progress.

(b) Co-operative societies

As we have already suggested, the economic and business activities such as, provision of credit to the agriculturists, marketing of produce, distribution of the necessaries of life, agricultural implements, seeds and manures, development of subsidiary or cottage industries, promotion of thrift and savings will be the province of co-operative organizations. They have all along confined themselves to the provision of rural credit. The necessary emphasis has not been placed on the other aspects of their work.

We are aware that Government and the Co-operative department are anxious to reorganize the village co-operatives on a multi-purpose basis. The societies will work under the direction, control and guidance of the Registrar of Co-operative Societies. We consider that those societies should be made to function actively and provide all credit facilities to the villagers in the same manner as a bank does in an urban area. We believe that if these societies take real interest and infuse confidence in the minds of the local people they can secure adequate funds for the societies and can certainly make them more or less self-supporting and efficient. These societies will provide opportunities for the rural folk to deposit their savings so that local money may be more effectively and usefully employed for the promotion of local agricultural industry. We also suggest that those who want to borrow, should be given cash credit facilities on the security of continuity mortgage bonds. This would enable them to borrow when they need and repay whenever they can. When the cause for delay in the sanction of loans is removed, the societies can prove to be more efficient and popular than they are at present.

Construction of godown by co-operative societies

115. We should like to emphasize that apart from the provision of credit facilities, the village co-operative societies should help the agriculturists to stock their produce until they secure a fair price for it. It is common knowledge that under the existing conditions, the agriculturists are forced to sell their produce immediately after harvest owing to lack or inadequacy of storage facilities. The merchants purchase their produce at a very low prices, stock it for a while and sell it later and thus they take a good proportion of the margins which would otherwise go to the growers. In our opinion, no provision is more calculated to improve the staying and economic power of the agriculturists than the provision of adequate godown facilities and the sale of produce. We, therefore, strongly recommend that co-operative societies should be enabled to own godowns so that they may help their members to hold over their produce for a better market. Such of those as are in urgent need of money, can raise loans on the security of produce and repay them after the sale of produce. A near-by marketing society can arrange the sale of produce by arranging frequent public auctions. Storage in a common godown (which should indeed be rat-proof and damp-proof) would go a long way to prevent the present wastage of foodgrains or commercial crops, by rats or bandicoots. Further, insurance, watch and ward, etc., can be economically arranged for. These facilities will not be generally forthcoming if the agriculturists stock their produce individually.

We have laid some emphasis on the construction of godowns because we feel that this is one direction in which Governments in the past have not done as much as they could and should have

done. We have no doubt that Government are aware of the recommendations made by various committees and commissions of enquiry for the provision of adequate storage accommodation in the countryside. Our recommendation is not therefore, new or novel. In villages there are big agriculturists who construct their own granaries at a fairly heavy cost. They have to keep separate watch, especially when their granaries are situated in the fields in a remote corner of the village. Produce stored at granaries constructed at such odd places may not attract merchants. If ryots are educated on the advantages of a village godown, we feel that there will hardly be any difficulty to induce them to join together and put up the necessary buildings for storage of their produce. We lay particular emphasis on local effort on self-help and self-reliance among the villagers themselves. Excepting particularly backward areas, co-operative societies may arrange to meet at least 50 per cent of the cost of construction through local donations or subscriptions and their own resources and Government may provide the balance of 50 per cent of the cost of construction as free grants, and also provide facilities for the acquisition of land for this purpose.

Recreational activities by co-operative societies

116. The co-operative societies may so construct the godowns as to make provision for a village library and reading room, radio, a play-ground and a park apart from drying yards in its compound. Thus these buildings will become community centres and promote not only economic but also social and cultural development of the people. Though the village panchayats should, in our opinion, ordinarily establish libraries, reading rooms, parks, play-grounds, etc., we see no objection to co-operative societies supplementing their efforts in this direction in places where the panchayats themselves do not command adequate financial resources for such activities.

Cottage and subsidiary industries

117. Co-operative effort should also be diverted much more largely than before for the development of subsidiary and cottage industries. It is recognized that agriculture in this Province, as in most other provinces, is a 'deficit economy' and that it is essential to provide subsidiary means of income to the agriculturists. It is known that the agriculturists waste much of their time in the off-season; rather they do not profitably employ their spare time. Provision of subsidiary occupations should be part of the rural development work. A thorough study should be made of the possibilities of organizing subsidiary or rural industries on a co-operative basis. This should be done by the Rural Welfare Officers under the supervision and guidance of the Deputy Registrars of Co-operative Societies. Milk supply, cattle-breeding, sheep-farming, poultry-farming, bee-keeping, etc., are some of the

subsidiary industries which admit of organization. This should be planned out, organized and developed in a systematic manner.

Similarly cottage industries such as weaving, coir-making, mat-making, carpentry, carpet-making, etc., should be organized in places where there are suitable workers, raw materials and other resources. We are aware that the Co-operative Department has been doing something in this direction. There is also a Deputy Director of Industries in charge of cottage industries. But we are not sure how far there has been co-ordination between these two Departments and whether there has been any planning for a systematic development of cottage industries. It is hardly necessary to refer to the emphasis which the constructive programme of the Congress has laid upon the development of cottage industries. Village self-sufficiency may be a difficult ideal but we are inclined to believe that if the Government and the Co-operative and Industries Departments can give greater support and encouragement to village handicraftsmen, rapid progress may be expected in this direction. The work of survey and organization should be undertaken by the Rural Welfare Officers and the Deputy Registrars should make it one of their principal duties to explore the possibilities of developing cottage or village industries. This should, in our opinion, be a part and parcel of rural uplift work.

Training of instructors to promote cottage industries is very necessary and a comprehensive plan to provide training in various crafts must be undertaken in places where there are facilities. The absence of skilled and experienced instructors will be a great handicap. So we strongly press for the immediate starting of training centres.

Promotion of thrift and savings

118. Schemes for promotion of thrift and savings will have to be taken up more vigorously. Co-operative societies which, we believe, will be reorganized on multi-purpose basis may be entrusted with schemes for promotion of thrift and rural savings. Officers of the Co-operative department will have to give more intensive attention to this aspect of the activities of co-operative societies than they have been able to do in the past.

Employment of ex-toddy tappers

119. We have, in an earlier portion of this chapter, referred to matters connected with employment of ex-toddy tappers. We find that on the whole most of the ex-toddy tappers have adapted themselves to the changed conditions and have mainly or primarily been absorbed in agriculture or other work. In some areas, societies have been formed for the manufacture of jaggery from sweet juice. Other types of co-operative societies such as carpet-weaving, have also been formed for their benefit. We commend the present efforts in these directions.

Prohibition of tapping for purposes of sweet toddy

120. In some districts, particularly Salem and Coimbatore, a good many tappers thrown out of their jobs consequent on the introduction of prohibition are permitted to tap palmyrah trees for manufacture of jaggery out of the sweet juice extracted from them. This was permitted in some districts because palmyrah trees were not used for drawing fermented toddy generally in such places. In such cases there is no tendency on the part of the tappers to draw fermented toddy from the palmyrah trees. We suggest that in places where palmyrah trees were tapped in the pre-prohibition days for fermented toddy such tapping should be prevented.

During the pre-prohibition days fermented toddy was extracted mostly from coconut and date trees especially in the southern and ceded districts respectively and from palmyrahs in the circars. If tapping for sweet juice is now allowed, it is more than likely to be misused. Further, it has been represented to us that the use of coconut trees for production of coconuts as such is more remunerative than tapping for sweet juice. We recommend that as a rule tapping of palmyrahs, coconut and date trees should be prevented. If, however, it is necessary in particular areas that any of these palm trees should be allowed to be tapped it seems to us that it must be done under very strict supervision. Surprise checks must be instituted to see that the concession is not misused.

Colonization societies

121. One of the ways in which ex-toddy tappers have sought to be employed is by the formation of colonization societies. The object is to settle ex-toddy tappers on land, which has hitherto remained waste and uncultivated. We have no doubt that the objective is very good and laudable. But from what we have been able to observe we are disposed to think that colonization societies have not been based on any comprehensive plan. Such colonies should, in our opinion, be model ones. They should not only benefit the colonists but should also serve as models for people residing in the neighbourhood. Ample provision for wells and pumping sets, improved implements, subsidiary occupations, etc., should be made. In addition to improved agriculture, milk-supply, sheep-farming, coir-making, mat-making, cattle-breeding, etc., should be organized. We hope that Government will give the matter their close and immediate attention. Such colonies not only provide work for the unemployed but also give opportunities to the under-employed through the provision made for subsidiary or cottage industries.

Rural Housing Schemes

122. The ideal of popular Governments has been to ensure decent standards of existence to all men and women in the country,

to provide food, clothing and dwelling houses to them. We are aware that recently Government have been interesting themselves in housing schemes, especially co-operative housing schemes. In the past, such help as was given by Government was confined to building societies in urban areas. Adequate attention was not given to problems of rural housing. But this province, like many others, is a province of villages and it is needless to point out that housing conditions in rural areas are very bad. It is very necessary, therefore, that Government and the Co-operative department should interest themselves the schemes of rural housing so that in as near a future as possible, all families may be enabled to own houses built on modern lines. Simplicity and economy should, in our opinion, characterise rural housing schemes. State help in the form of long-term loans, priority of building materials, etc., should be liberally provided if these schemes should succeed. We recommend that rural housing should be given a prominent place in all ameliorative or rural uplift work by Government and the Co-operative department.

Educational activities

123. Establishment of schools, running of night schools and other educational centres, construction of school buildings, etc., are important items of ameliorative work. The District Boards and the Education department are expected to attend to these educational activities. We, however, consider that some spade work may be done by the village panchayats and the official machinery which we propose for carrying out rural uplift work.

Special need for provision for ameliorative work among hill-tribes

124. There are some special tribes known as Sugalis and Chenchus in the ceded districts, Koyas and Reddis in the Agency tracts in the circar districts and Lambadis in southern districts. They are usually, hereditary illicit distillers. We consider that it is necessary to reclaim them through special ameliorative schemes and improve their economic condition. This may be done by constituting a co-operative society for each concentrated area and assigning the available waste lands in the vicinity to it and starting intensive agriculture and cattle-breeding through the help of a genuinely interested well-wisher and social worker who will act as their friend, philosopher and guide. To start with, the Government should undertake to pay such a worker who at least within a period of three years must be able to establish the society in such a way as to meet his pay, etc., by itself. This worker will give them education and provision should be made for the starting of cottage industries in suitable localities wherein they can find subsidiary occupation. This may induce them to stop resorting to their old practice of illicit distillation and toddy drinking. Thus the work of reclamation may be accelerated.

Official machinery for ameliorative work

(*a*) *Rural Welfare Officers*

125. The present form of official machinery in each district which involves much expenditure by way of salaries disproportionate to the outturn of work should be radically transformed. For the survey and organization of ameliorative work on the lines which we visualize, it is necessary to have a special machinery. To begin with, we consider that one Rural Welfare Officer may be appointed for each revenue division. He may be of the grade of a co-operative senior or junior inspector with opportunities of promotion in the department. If there are suitable men among the present Rural Recreation Officers they may be appointed as Welfare Officers after they are given some training in co-operation. These officers may be entrusted with the work of survey, organization and supervision of co-operative societies. In addition, they may be entrusted with the organization of games and recreative activities. Having been trained for it in the Y.M.C.A. College of Physical Education, they will be of much use in this direction.

(*b*) *Need for reorganization of Co-operative Department*

The Rural Welfare Officers should be kept under the control and direction of the Deputy Registrar of Co-operative Societies. We understand that there is a proposal for the separation of audit from the administration in the Co-operative department. It is gathered that a District Co-operative Auditor of the grade of a Co-operative Sub-Registrar is proposed to be appointed and that he will be kept under the control of a Regional Audit Officer (Deputy Registrar) for a group of districts. When this scheme comes into force, the present Deputy Registrar will only be in charge of administration and supervision of co-operative societies. It is expected that when they are relieved of their audit work, the Deputy Registrars may find sufficient time to attend to administration and take up plans for the development of multi-purpose co-operative societies, cottage industries societies and recreative activities which the co-operative societies may undertake. We believe that each District Deputy Registrar will be given a Co-operative Sub-Registrar to assist him in this work of administration and development.

The question of transfer of ameliorative work to the Co-operative department is based upon the proposal for the separation of audit from administration in the Co-operative department, when alone the Co-operative Deputy Registrar can find sufficient time for developmental activities. We strongly support this scheme and request Government to sanction it as quickly as possible. We make this suggestion because, as we have just pointed out, our recommendation as to the transfer of ameliorative work is vitally linked up with the question of reorganization of the Co-operative department.

(c) *Transfer of the post of Deputy Commissioner of Prohibition (Amelioration) from the Board of Revenue to the Co-operative Department*

There is no doubt that the proposed transfer of ameliorative work to the Co-operative department will throw considerable work and responsibilities on that department. Ameliorative work will have to be broadbased, planned and executed on more comprehensive lines. From our knowledge of the working of the Co-operative department, we are convinced that it is overworked and that the additional responsibilities which the transfer involves cannot be satisfactorily discharged unless adequate assistance is provided to the Registrar. We therefore recommend that the Deputy Commissioner for Prohibition (Amelioration) who is now working under the Commissioner of Excise and Prohibition (and who is also a Joint Registrar of Co-operative Societies) may be transferred to the Co-operative department and attached to the Registrar of Co-operative Societies with the staff found necessary.

(d) *Propaganda officers*

In the course of our tours we noticed a large body of opinion suggesting the need for adequate propaganda. We realize that there is such need. As things stand, there is considerable gulf between the public and the Government officers, particularly the police. The latter have been trained in a different atmosphere in order that the needs of foreign administration may be satisfactorily met. With the advent of independence things have considerably changed. But we notice that most of the officers have not yet been able to adopt themselves to the changed conditions. It is necessary, therefore, to provide effective liaison between the officers of the Police department and the general public. It is true that there are Congress Committees, Youth Organizations, Social Service Leagues, etc., but the police cannot expect to secure or enlist their support by direct approach to them. In order to rouse the public mind and to ensure co-ordination between the public and the police, some sort of liaison is necessary. We have given the matter careful consideration and decided to recommend that suitable men with organizing ability and a flair for propaganda and reputation for their sterling character with past experience and zeal in anti-drink campaign may be selected and appointed as propagandists. To begin with, we feel that the Government may appoint one Propaganda Officer for each revenue district and keep him under the control of the Collector. The Propaganda Officer may be put in the grade of Deputy Tahsildars and they may be selected by Government from among a panel drawn up by the District Prohibition Committees. The appointments may, for the time being, be temporary. The Propaganda Officers may be provided with the vans now in charge of the Special Development Officers so that they may carry on propaganda work. In addition to propaganda, they may make confidential enquiries

and report to the District Superintendents of Police cases of prohibition crimes which come to their notice and render such help as may be possible in all matters of enforcement. Further, they may help the Deputy Registrars in preparing the ground for formation of co-operative societies and promoting rural uplift.

(e) *Ballad Singers*

We recommend that a ballad singer may be attached to each Propaganda Officer. It will be a good combination in promoting propaganda work. This will help to popularize national and anti-drink songs among the rural folk. In consideration of the present condition of provincial revenues, we do not think it necessary to employ costly establishment for this purpose. There is at present one ballad singer for each revenue division. We have not seen or received much evidence of the results of the work carried on by the ballad singers. For the present, therefore, we suggest that Government may be pleased to appoint one ballad singer for each revenue district and to attach him to the Propaganda Officers.

(*f*) *Encouragement of village dramas, folk dances, etc.*

Ballad singing, folk dances, kalakshepams and harikathas may tend to make rural life bearable and pleasant and relieve the rural folk of their monotony. We suggest that films representing the beneficial effects of prohibition may be encouraged to be produced and shown in cinema houses, care being taken to avoid unseemly scenes.

In order to encourage village dramas and kalakshepams and thus help to make the prohibition programme a success, we suggest that the District Prohibition Committees may select suitable persons who are competent for the job and authorize them to carry on the performance in villages. We consider that normally, such performances will have to be paid for by the villagers themselves. We recommend that the Collectors may be given lump sum grants and authorized to utilize them in making presents to those persons who carry on the performances and show some tangible results in particular localities. In our opinion, this method may achieve the object in view and also ensure economy to Government.

(*g*) *Rural uplift schools and village guides*

The idea of organizing rural uplift schools in the prohibition districts is to train rural guides for a month. Such schools were originally started even during the first prohibition days with the object of training villagers in games and other recreative activities and at the same time putting them in possession of facts relating to the working of various departments of Government. The rural guides are expected to go to the villages after training and educate the masses and act as their friends, philisophers and guides. Mostly teachers and men who had other ostensible

means of livelihood were selected as rural guides and given training; and they were allowed to put their experience into practice in their respective villages. But unfortunately these men were not encouraged to turn out the required amount of work. In Salem district the district board gave sufficient encouragement to this scheme by sending the teachers for training in the rural uplift schools and giving preference to the trainees in the matter of appointment as teachers if they were otherwise qualified. This provided an incentive to them and the trainees were able to spread themselves in the villages and do some work. This, however, became a thing of the past. We find that people who are not well settled in life and who cannot find leisure for this kind of socio-economic work, are now selected as rural guides. They seem to have been attracted to this work with a view to get jobs.

We do not consider this state of affairs satisfactory. Great care will have to be exercised in the matter of selection of candidates for training. We should emphasise that men with a stake and means of livelihood should be selected for training. They should have at least high school education and show a real interest in rural uplift work. They should be paid reasonable stipends and given intensive training for a period of at least three months in all aspects of rural reconstruction work. In addition, they must also be given training in accounts so that they may be in a position to manage multi-purpose co-operative societies independently. We make this suggestion because such men must be in a position to take charge of co-operative societies in due course as their paid secretaries. They will then get remuneration from the societies which employ them and which they should undertake to work as rural banks. In addition, they should work as honorary village guides. Our suggestion aims at making the whole arrangement economical as well as efficient. The co-operative societies, if they are reorganized on a multi-purpose basis, can afford to pay these men while their services will be available for purposes of rural uplift work in an honorary capacity. The Government should, however, encourage these men by giving them attractive prizes after holding competitions and reviewing their work once in six months, on a firka basis. At least a sum of Rs. 100 may be set apart for each firka and three prizes of Rs. 60, Rs. 25 and Rs. 15 each may be awarded to persons who occupy the first three places in such tests. It will be the duty of the Rural Welfare Officers to assess their work and to submit periodical reports to the Deputy Registrars. The Rural Welfare Officers may be asked to organize inter-village, firka and taluk tournaments, matches and other competitions, and the Deputy Registrar of Co-operative Societies may organize district tournaments.

Tea shops unnecessary

126. Provision for the supply of tea, coffee, etc., is being made by Government in prohibition districts for the first one or two

months after the introduction of prohibition. We consider that this is a waste. Besides the idea of expecting the drunkards to go to the places where the toddy and arrack shops existed previously and take coffee or tea or any drink is rather ludicrous. We recommend that this arrangement be dropped.

Conclusion

127. It may be seen from our proposals that ameliorative work will have to be split up into two departments, civic and recreative, and economic. We have recommended that the civic and recreative functions may be performed by village panchayats which, we believe, will soon be reorganized and placed on a stable footing, and that the economic and business aspects should be looked after by co-operative societies. As may be clear from what we have recommended, part of the ameliorative work will be under the control of the Collector assisted by the District and Assistant Panchayat Officers and Propagandists and the rest of the work will be under the control of the Registrar of Co-operative Societies assisted by his departmental officers and Rural Welfare Officers. We have also suggested that for the effective carrying out of the ameliorative programme, villages may be grouped into compact units. Our idea in making this suggestion is to see that the work is organized on as broad and efficient lines as possible. Further, the pooling of resources will be equally necessary. Local factions may not interfere with the progress of ameliorative work if it is organized on a fairly wide basis. Wherever villages are big and can afford to provide economic needs as well as recreative facilities, no grouping may perhaps be necessary. But in areas where this is not possible we see no great objection to such grouping. We are supported in this view by the very pertinent observations which one of our experienced administrators (Sir S. V. Ramamurthi, I.C.S.) has made on this subject, and we reproduce them below :—

"Cottage economy satisfies the physical needs of men for food and drink, clothing and housing. Their social needs have to be met by an urban organization which provides urban amenities in rural areas. Better and more varied food, cleaner water, better clothing, better housing, more skilled work, better education and health and greater social amenities than a village can provide and such as a town does provide can be obtained by establishing in a group of villages the kind of municipal organization—call it a municipal union—that is now confined to towns. There is no reason why a population of 25,000 to 40,000 people spread in an area of ten miles by ten such as a revenue firka in Madras has, should not provide a high school, a hospital, piped-water supply, a cinema, a workshop, consumer stores, a post and telegraph office and the administrative facilities such as a town with the same population confined to an area of ten square miles does. Science has changed our space sense and time sense. There is need to

expend the limits of local Government. Rural reconstruction has largely failed in India because the village is too small for it in its material and human resources. There is need to make a larger area such as a revenue firka in Madras as the unit for urban reconstruction. Madras with a hundred municipalities in its towns and a thousand municipal unions in its revenue firkas will enable its people and Government to have a compact grip over its life and space."

We commend these observations or the consideration of the Government and such of those as are engaged in devising schemes of ameliorative work and village uplift. We may add that it is not necessary that rural uplift work should be organized only on a firka basis; where conditions permit, it is as well that it may be done in a village or a small group of contiguous villages.

In places where there is neither a Panchayat nor a Co-operative Society, the existing grama sangams may continue their activity for the time being under the control of the Collector and the Revenue Department may be given the assistance of some Deputy Tahsildars to carry through the work until such time when the Panchayat and the Co-operative Society are brought into being to undertake that work on the broad lines suggested.

Savings to Government

128. In the foregoing paragraphs we have furnished a general outline of the scheme of ameliorative work in its broader aspects. We have also indicated the promotional agencies which will have to be fully utilized for the execution of the programme of ameliorative work. In making our proposals we have kept in view both efficiency and economy. We have endeavoured to suggest a fessible scheme which may ensure efficiency without extra expenditure. On the other hand, we have been at pains to see how far in the present state of provincial finances some saving may be effected in the present expenditure on ameliorative work. We believe that our recommendations, if given effect to, may in some measure achieve the two objectives, viz., efficiency and economy. The statement furnished below will give a rough idea of the relative cost of the machinery employed on ameliorative work as it obtains now and as it will be under our proposals. It may be seen that for a district the savings under our schemes for one full year will be Rs. 32,082. If prohibition is introduced in all the districts in the province the annual savings would be Rs. 8·02 lakhs.

All the rural reconstruction and development chiefly depend upon proper communications in the rural parts, which are now woefully lacking and the Government must take prompt and effective steps to remedy this drawback.

It is gratifying to note that the Government have taken up the construction of hydro-electric projects wherever possible. Electricity promotes the industries, chiefly cottage industries and helps greatly

the development of irrigation and agriculture, etc., in which the rural folk are vitally interested. Besides, it can improve the area by good lighting and other amenities like radio, etc. Hence we strongly urge the Government to supply energy in all the rural parts as quickly as possible. This being a remunerative item, will go to augment the revenues of the Province in the long run.

In order to educate and create an enlightened public opinion the radio would be of great use. The people have realized its importance and every village would like to have a radio set. It provides amusement and recreation besides giving useful information and up to date news to the village folk. Even the limited number of radios available in the country were of great help in broadcasting the important news. It must be our endeavour to see that every village possesses a public radio and the Government should arrange for it by undertaking a comprehensive programme. We may further suggest that the Government may undertake the manufacture of radio sets and supply them at cheap rates to the people of the Province.

AMELIORATIVE STAFF—EXPENDITURE FOR A DISTRICT.

Statement A—As existing.

Serial number and particulars.	Number of post.	Average pay or fixed pay per month.			Dearness Allowance per month.	Monthly total.		
		RS.	A.	P.	RS.	RS.	A.	P.
1. Special Development Officer ..	1	449	5	4	70	519	5	4
2. Assistant Development Officers..	5	180	8	11	40	1,102	12	7
3. Rural Recreation Officers ..	10	75	0	0	24	990	0	0
4. Village Guides	10	35	0	0	19	540	0	0
5. Ballad Singers	5	35	0	0	19	270	0	0

Total monthly expenditure under pay plus dearness allowance	3,422	1	11
Total annual expenditure under pay plus dearness allowance	41,065	7	0
	or		
	41,065	0	0
Average travelling allowance per year for one district on the basis of the actuals for the 8 prohibition districts	7,933	0	0
Total annual expenditure on account of ameliorative staff	48,998	0	0

NOTE.—It is assumed that on an average, a district comprises of five revenue divisions and ten taluks. In the statement, average pay for the post on time-scale and fixed pay in the case of post on fixed pay have been taken into account.

Statement B—Ameliorative staff—Expenditure for a district—As proposed.

Serial number and particulars.	Number of posts.	Average pay or fixed pay per month.			Dearness Allowance per month.	Estimated Travelling Allowance.	Monthly total.		
		RS.	A.	P.	RS.	RS.	RS.	A.	P.
1. District Propagandist (Temporary post—basic pay taken) ..	1	150	0	0	34	75	259	0	0
2. Co-operative Sub-Registrar—Personal Assistant to the District Registrar	1	This individual figures in the new co-operative scheme. As such his pay is not taken into account here.							
3. Rural Welfare Officers ..	5	109	5	4	27	75	1,056	10	8
4. Ballad Singer	1	35	0	0	19	40	94	0	0
Total monthly expenditure by way of pay plus dearness allowance plus travelling allowance							1,409	10	8
Total annual expenditure							16,916	0	0

AMELIORATIVE STAFF—EXPENDITURE FOR A DISTRICT.

Statement C.

	RS.	A.	P.
Savings for one district Rs. 48,988 — 16,916 ..	32,082	0	0
Savings for twenty-five districts comprising the Province—Rs. 32,082 × 25	8,02,050	0	0
	or		
	8·02 lakhs.		

CHAPTER VII

Conclusion

129. We wish to express our thanks to the Government of Madras for the opportunity given to us to examine the working of this great measure of social and economic reform and to suggest ways and means for its better working. We obtained first hand knowledge of the working of prohibition in the eight dry districts by undertaking a tour therein and visiting even remote villages Some prominent officers were examined at Madras and conferences and public meetings were held in the eight districts and the opinions of the public and officials were elicited, which were of

great help to us in arriving at the final recommendations. We are grateful to all these individuals and bodies for their help and valuable suggestions.

130. India is a country noted for traditions of abstinence and self-control. It has an ancient civilization and culture which are characterized by high ethical and spiritual ideals. All the great religions of this country lay stress on a life of purity.

131. This great reform promotes the economic, social and moral welfare of the people and ushers in a new era of hope and happiness. For the future generations this drink would be an ugly legend of the past.

The Committee's main recommendations are—

(1) to entrust the enforcement of the prohibition to the general police staff by a system of intensive policing;

(2) to transfer the civic side of the amelioration to village panchayat boards and the economic side to the Co-operative Department; and

(3) to amend the Prohibition Act in respect of certain important provisions.

132. The public also must put their best efforts and wholeheartedly co-operate in making the programme a complete success. From 1st October 1948 the entire Province of Madras with an area of 126,166 square miles and a population of over five crores will have the unique credit of achieving total prohibition and setting an example to other provinces of the Indian Union, nay, to other countries.

133. Mahatma Gandhi incessantly preached of Ramarajya (Divine Rule) and prohibition formed an integral part of his programme to make the people happier, better and nobler. He sacrificed his life to realize his ideal. We must be worthy of our civilization, culture and the ideals of Mahatma Gandhi, our great leader. The best and the most suitable form of homage we can pay to Mahatmaji is by successful enforcement of total prohibition in the entire Province of Madras.

134. We wish to place on record our appreciation of the wholehearted and devoted services of the Secretary, Sri G. V. Ranga Reddi, B.A., who organized the tours of the Committee, and arranged a busy programme in the eight prohibition districts, besides collecting and collating valuable information and relevant data. His diligence and untiring efforts made our task easy. We also place on record our appreciation of the zeal and hard work of Sri S. Venkatasubramanyam, B.A., Superintendent, and the other members of the staff.

135. We trust that the Government will lose no time in bestowing their thought on our report and promptly implement our recommendations to make prohibition a complete success in our Province.

Jai Hind

K. A. NACHIAPPA GOUNDAR, *Chairman.*

A. VEDARATNAM.
N. SANKARA REDDY.
T. SUBRAMANYAM.
M. KUMARAN.
G. V. RANGA REDDY, *Secretary.*

CHAPTER VIII

Summary of Recommendations

Serial number.		Reference to paragraph.
	Enforcement	
1	From all points the present machinery for enforcement of prohibition is not satisfactory and the separation of enforcement staff from the general police staff in the police prohibition districts has not proved efficient. The position is much worse in the excise prohibition districts where the staff of the Excise department which actively helped the growth of the excise revenue, was entrusted with the enforcement work	63
2	The only satisfactory way of ensuring efficient administration of the prohibition law is to entrust enforcement to the general police ..	65
3	In certain districts, a slight increase in the number of police stations may be necessary as a result of transfer of prohibition work to the police. In determining the increase, mere arithmetical standard should not be the criterion. Aspects such as the incidence of crime, the state of communications, the general condition of the country, etc., should all be taken into consideration	66
4	In the process of rearrangement of police stations, the present out-posts should be dispensed with.	66

Serial number.		Reference to paragraph.
5	The powers now vested in higher officials such as powers of administration, appointment, control, award of punishments including dismissals of subordinate police staff should be decentralised and given to the officials in the lower rank so as to secure effective and proper control over the staff and to enforce discipline among them ..	66
6	Suitable persons among the present prohibition staff for enforcement should be absorbed in the general Police department. The question of giving training to them for about three months so as to enable them to take up their new duties, is suggested. The training should be imparted to men of all ranks according to the requirements of each case	67
7	Officers absorbed in the Police department should be placed in the corresponding Police cadre according to their seniority and should be eligible for promotion and prospects along with the officers of the Police department	67
8	Officers who cannot be taken into the Police department should be absorbed in other departments such as Commercial Taxes, Revenue Departments, etc., and should be given the same privileges as are mentioned in recommendation No. 7, in the departments in which they may be employed	67
9	The posts of Deputy Commissioners of Excise, Prohibition and other officers and staff attached to them should be abolished in proper time ..	68
10	The method of approach towards enforcement by the official staff calls for a thorough change. Emphasis should be laid on the prevention of prohibition offences. Towards this end, constant vigilance, frequent visits to notorious centres of illicit distillation, intimate contact with villagers and leading men by the officers and the staff are essential	69
11	The staff in charge of societies for the manufacture of jaggery and the enforcement staff should be more vigilant and bring to book those who carry on illicit tapping and who manufacture fermented toddy under the guise of drawing sweet toddy for jaggery manufacture	71

Serial number.		Reference to paragraph.
12	Sale of jaggery in large quantities in centres notorious for the manufacture of illicit arrack should be carefully watched by the enforcement staff ..	72
13	Government may secure the co-operation of Hyderabad and Mysore State authorities for the effective prevention of smuggling of liquor from those states	72
14	Early steps should be taken to introduce prohibition in the Banganapalle State which has merged itself with the Madras Province	72
15	As it is easy to smuggle opium, ganja and bhang, cases can be easily foisted on innocent persons. The enforcement staff should make a thorough and detailed investigation and satisfy themselves regarding the genuineness of the crime before putting in a charge-sheet	74
16	In regard to the issue of opium permits to addicts the quantity of opium may be reduced annually by 20 per cent and the issue completely stopped after a period of five years by which time the addicts will have prepared themselves for complete abstinence	74
17	Issue of permits for consumption of foreign liquor to the Indians (including Anglo-Indians, Parsis and Jews) and domiciled Europeans is recommended to be stopped at least in five years. Annual licence fee on such permits should be fixed at Rs. 200	75
18	Provision for the issue of brandy on the advice of doctors is liable to abuse and may tend to increase the drink habit among certain well-to-do classes under cover of medical advice. It is therefore necessary to put an end to this practice immediately	75
19	It is recommended that the Form II licences should be restricted to the sale of medicated wines and similar preparation and should not be extended to the sale of brandy. Supply of brandy to the medical practitioners for use in practice should be stopped	75
20	The success of prohibition depends upon mutual help and co-operation between the public and the officials. The officials should shake off their exclusiveness and take the public into confidence. The public should shed their distrust of the officials, work as partners in this enterprise, and bring about a better co-ordination in the work.	77

Serial number.		Reference to paragraph.
21	The present practice of constituting Prohibition Committees for villages and taluks is found to be ineffective. Constitution of Prohibition Committees for the area of each police station is suggested. The Revenue Divisional Officer should select persons to serve on the Committees from trustworthy, fair-minded and influential residents known for their enthusiasm for prohibition ..	78
22	There should be a District Prohibition Committee consisting of the Collector, the District Superintendent of Police, the District Forest Officer, M.L.As. and M.L.Cs., presidents of district boards and Co-operative Central Banks and such other influential members of the Station-house Committees. The District Propaganda Officer should be the Secretary to this Committee ..	78
23	It has been suggested that the cause of prohibition will be better served if the members of the Legal profession refrain from defending persons who, they have grounds to believe, have committed prohibition offences. This suggestion may be communicated to the Bar Councils for necessary action	79
24	Village officers should be given sufficient protection against reprisals by goondas against whom information may have been given by them to the enforcement staff	80
25	Apathy and dereliction of duty on the part of the village officers and menials to assist the prohibition staff in the detection and prosecution of prohibition crimes should be severely dealt with, by suspending them or even dismissing them whenever necessary	80
26	Village officers should make monthly confidential reports of all ex-addicts, ex-tappers, illicit distillers and others who encourage prohibition crimes, to the Enforcement officer of their area.	80
27	The village officers should be made responsible for reporting prohibition crimes committed in poramboke or Government waste lands	80
28	The Chief Conservator of Forests should impress on the District Forest Officers and their subordinate staff their duty in the matter of detection and prevention of prohibition offences and warn them against severe disciplinary action for omission to carry out their obligations under the Prohibition Act	81

Serial number.		Reference to paragraph.
29	Monthly reports should be obtained by the Chief Conservator of Forests from the District Forest Officers regarding prohibition. The Chief Conservator of Forests may send a quarterly report to Government and the Inspector-General of Police.	81
30	Government should impress on all heads of departments the need to instruct their subordinate officers to take a lively interest in the prohibition work and to offer their full co-operation to the Enforcement staff	82
31	The punishment awarded for prohibition offences should act as a deterrent and instil sufficient fear among the offenders	83
32	All prohibition offences excepting drunkenness and possession of small quantities of liquor or drug should be made non-bailable. Suitable amendment to the Prohibition Act is recommended ..	84
33	The services of the prohibition prisoners should be utilized in works like irrigation projects. They should be allotted the usual wages and such portion of their earnings as is left over after meeting the cost of their maintenance, should be sent to their families	85
34	Prohibition offences should be tried generally by first-class magistrates and such number of magistrates as may be necessary for the purpose, should be appointed so as to ensure speedier disposal of prohibition cases	87
35	Insistence on the obtaining of medical certificates before launching prosecutions in cases of drunkenness is unworkable in rural areas. A panel of persons not less than ten in each village known for their integrity may be selected by the Revenue Divisional Officer and statement of symptoms of drunkenness as per the opinion of the Surgeon-General, from any two persons from the panel should be considered as valid evidence to prove the offence	88
36	Certain amendments to the Prohibition Act are suggested to carry out effective enforcement of prohibition	89 and 90 to 99

Serial number.		Reference to paragraph.
37	With a view to protect the innocent public against harassment through 'foisted cases' power to stop proceedings shou'd be vested in the appropriate authorities	92
38	Magistrates may be empowered to take security bonds from habitual offenders and from those who attempt to commit or abet the commission of offences punishable under section 4, 5 or 7 of the Act	94
39	Offenders with previous convictions may be awarded twice the punishment awarded on first conviction.	95
40	Offences under the Madras Prohibition Act should be made non-bailable. Cases of consumption of liquor or possession of small quantities of liquor or drug should however be bailable ..	96
41	In places where the people of the locality through combination fail to render assistance to detect prohibition crimes or suppress material evidence, collective fines may be imposed in order to mobilize public opinion against the offenders ..	97
42	In places where the conduct of the inhabitants is calculated to impede the progress of prohibition or to affect enforcement work, it may be expedient to station punitive police and recover the costs from the inhabitants responsible for it ..	97
43	Where there are good reasons to believe that the removal of habitual offenders and abettors of prohibition crimes from the scene of action would make the task of enforcement easy, steps may be taken to keep them under detention	98
44	Permits or licences granted to buses, ferryboats, jutkas and other public conveyances carrying persons who have consumed or are under the influence of liquor should be liable for cancellation ..	99 (*a*)

Amelioration

1	The scope of ameliorative work is proposed to be widened so as to bring within it not only the ex-tappers and ex-addicts but also the village community as a whole. The staff employed for the ameliorative work should therefore be thoroughly reorganized	113

Serial number.		Reference to paragraph.
2	In view of the greater competence of the village panchayats under the proposed legislation to make them powerful and autonomous institutions, and of the village co-operative societies to undertake rural uplift work, there is no justification for Grama Sangams in prohibition districts. Grama Sangams have proved themselves unequal to the task as efficient agencies for rural uplift work ..	113
3	To ensure effective ameliorative work in all its comprehensive aspects, villages should be grouped into compact units and for each such unit a village panchayat under the Local Boards Act and a co-operative society under the Madras Co-operative Societies Act should be organized, if they are not already there, to attend to the civic and the economic needs respectively of the units.	114
4	The village co-operative societies should provide to the villagers all facilities concerning their economic betterment. They should also provide facilities to the villagers in order to enable them to borrow when they need and repay whenever they can	114
5	Provision of godown facilities in rural parts by village co-operative societies is strongly recommended	115
6	Except in backward areas, co-operative societies can arrange to meet at least 50 per cent of the cost of construction of godowns through local donations, subscriptions and their own resources. Government should give subsidies to cover the remaining 50 per cent of the cost of construction. The Government should provide facilities for the acquisition of lands for the purpose	115
7	Each godown should make provision for a village library and reading room, radio, a playground and a park, and drying yards in its compound. It should become a community centre and promote not only economic but also social and cultural development of the people	116
8	Development of cottage industries among the agriculturists constitutes a second string to the bow. The work should be planned, organized and developed systematically by the Rural Welfare Officers and Deputy Registrars in conjunction with the Deputy Director of Cottage Industries in the Industries Department ..	11

Serial number.		Reference to paragraph.
9	Training of instructors to promote cottage industries is very necessary. Opening of training centres at suitable localities is strongly urged ..	117
10	Co-operative societies should also arrange for the development of subsidiary industries such as milk supply, sheep farming, cattle breeding, etc. ..	117
11	Schemes for the formation of thrift and savings should be taken up more vigorously and officers of the co-operative department should give more intensive attention to this aspect than in the past.	118
12	Organization of carpet weaving societies and societies for the manufacture of jaggery from sweet juice for the benefit of ex-tappers is commended	119
13	Tapping of palmyra trees, coconut trees and date trees for sweet juice in areas where the trees were tapped for fermented toddy in pre-prohibition days should be forbidden, as a general rule ..	120
14	Colonization co-operative societies started for the benefit of ex-tappers should be run on ideal lines in order that they should not only benefit the colonists but also serve as an object lesson to people in the vicinity. They should be adequately subsidized by Government	121
15	Rural housing should be given a prominent place in all ameliorative work	122
16	Government and the Co-operative Department should interest themselves in schemes of rural housing so that as soon as possible no family goes without its own house provided with comfort and convenience according to its standard	122
17	State help in the shape of long term loans and priority in the supply of building materials, etc., should be forthcoming to those schemes in an ample measure	122
18	It should be possible for the village panchayat and the official machinery proposed for ameliorative work to do some spade work in the provision of education facilities to the villagers	123
19	Special tribes such as Sugalies, Chenchus, Lambadies, Koyas, Reddis, etc., should be reclaimed through special ameliorative schemes and steps should be taken to improve their economic condition by starting co-operative societies for them, assigning the available waste lands in the vicinity	

Serial number.		Reference to paragraph.
	to the societies and starting intensive agriculture and providing scope for cattle breeding, etc. Services of interested well-wishers of these tribes should be utilized to manage these societies to educate the tribes and to introduce social reform amongst them. These workers should be paid by Government for a maximum period of three years during which they should be required to see that the societies find themselves in a position to meet their cost, etc.	124
20	Rural welfare officers on the grades of co-operative senior or junior inspectors should be appointed for each revenue division to start with and they should work under the Deputy Registrars ..	125
21	Separation of audit work from administration work in the co-operative department is strongly supported as then alone can the co-operative department take up the ameliorative work ..	125
22	Deputy Registrars when they are relieved of audit work, should take up plans for the development of multipurpose activities in co-operative societies, cottage industries societies, and recreational activities which the co-operative societies might undertake	125
23	The Deputy Commissioner of Prohibition (Amelioration) who is now working under the Commissioner of Excise and Prohibition and who is also a Joint Registrar of Co-operative Societies may be transferred to the Co-operative Department and attached to the Registrar with the staff found necessary	125
24	Suitable persons with a fair for propaganda reputation for their sterling character with past experience and zeal in for anti-drink campaign should be selected by Government from among the panel drawn by the District Prohibition Committees, for appointment as District Propaganda officers. They may be on the grade of Deputy Tahsildars. The appointments may be on a temporary basis for a period of three years during which the purpose of propaganda would have been served ..	125
25	A Ballad singer may be attached to each propagandist	125

Serial number.		Reference to paragraph.
26	Production of attractive films representing beneficial effects of prohibition may be encouraged and these films may be shown in cinema houses. Care should be taken to avoid unseemly scenes, such as drunken brawls, etc.	125
27	District Prohibition Committees may select suitable persons who are competent to stage village dramas and to perform kalakshepams and authorize them to carry on these performances in the villages. These performances should normally be paid for by the local people themselves. Collectors may be provided with lump sum grants in making presents to persons who put through performances which produce tangible results in particular localities	125
28	Rural uplift schools should be started for giving training to rural guides for a period of three months. Rural guides should be selected from persons with some stake and ostensible means of living, and possessing at least high school education and an aptitude for rural uplift work. They should be given by Government a reasonable stipend during the period of their training and on completion of training they should serve as rural guides in an honorary capacity and act as secretaries of multipurpose co-operative societies. Government should give encouragement to these workers by awarding every half-year prizes of the value of about Rs. 100 for each firka to the first three guides who do remarkable rural uplift work. The rural welfare officers should submit periodical reports about the work of the rural guides to the Deputy Registrars who should issue periodical reviews	125
29	Expenditure on tea shops by Government as an ameliorative activity should be stopped ..	126
30	Government should take prompt and effective steps to improve rural communications which are woefully lacking at present	128
31	Electrical energy should be made available to agriculturists in the rural areas as soon as possible. Electricity is the handmaid of agriculture as well as industry and its supply to the agriculturists is calculated to enhance national wealth and increase the provincial revenues	128

Serial number.		Reference to paragraph.
32	Government should undertake a comprehensive programme to provide every village with a public radio set to educate the villagers and create enlightened public opinion	128
33	Government may also undertake the manufacture of radio sets and supply them at cheap rates to the people	128
34	The experiment for distribution of sweet toddy carried out at Konganapuram should be stopped forthwith as it will give rise to serious abuses and as the mode of preparation of the sweet toddy may further be injurious to the health of those who drink it	26